DOCUMENT RESUME

ED 036 069 EF 002 502

TITLE	A SURVEY REPORT OF SCHOOL PLANT MANAGEMENT FOR ESCAMBIA COUNTY, FLORIDA.
INSTITUTION	FLORIDA STATE DEPT. OF EDUCATION, TALLAHASSEE.
PUB DATE	MAY 65
NOTE	94P.
AVAILABLE FROM	FLORIDA STATE DEPARTMENT OF EDUCATION, TALLAHASSEE, FLORIDA
EDRS PRICE	EDRS PRICE MF-$0.50 HC NOT AVAILABLE FROM EDRS.
DESCRIPTORS	BUDGETING, COST EFFECTIVENESS, *EDUCATIONAL ADMINISTRATION, *EDUCATIONAL SPECIFICATIONS, MANAGEMENT, OPERATIONS RESEARCH, *PERSONNEL NEEDS, PERSONNEL SELECTION, *SCHOOL MAINTENANCE, *STATE DEPARTMENTS OF EDUCATION

ABSTRACT

THIS REPORT ANALYZES DATA COLLECTED BY SURVEY TEAMS CONCERNED WITH MAINTENANCE AND OPERATION OF SCHOOL PLANTS IN RELATION TO ORGANIZATION, ADMINISTRATION, BUDGETING, EXPENDITURES, PURCHASING, STAFFING, WAREHOUSING AND DISTRIBUTION, MAINTENANCE SHOPS, ADMINISTRATIVE PRACTICES, PERFORMANCE STANDARDS, AND EFFICIENCY. THE BASIC PURPOSES OF A MAINTENANCE AND OPERATIONS PROGRAM FOR A SCHOOL ARE STATED, RECOMMENDATIONS MADE, AND WORKSHEETS FOR ESTIMATING CUSTODIAL PERSONNEL REQUIREMENTS AND DAILY WORK LOADS INCLUDED. (FPO)

ED036069

A SURVEY REPORT OF
SCHOOL PLANT MANAGEMENT
FOR
ESCAMBIA COUNTY, FLORIDA

EF 002 502

State Department of Education
Thomas D. Bailey, Superintendent
Tallahassee, Florida

May, 1965

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE.
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

SCHOOL PLANT MANAGEMENT SURVEY

ESCAMBIA COUNTY

Survey Staff

N. E. Viles, Jr.	Chairman; Consultant, School Plant Management and Insurance, State Department of Education, Tallahassee, Florida
Luther S. Smith	Vice Chairman; Coordinator, Custodial and Maintenance Training, State Department of Education, Tallahassee, Florida
Carl R. Barley	Specialist in Surveys, State Department of Education, Tallahassee, Florida
Sam Corbett	Director of Maintenance, Manatee County Public Schools, Bradenton, Florida
Carey E. Ferrell	Director of Business Affairs, Putnam County Public Schools, Palatka, Florida
J. C. Gardner	Administrative Assistant, Okaloosa County Public Schools, Crestview, Florida
Victor Grantham	Assistant Director for Buildings and Grounds Hillsborough County Public Schools, Tampa, Florida
Arol Hudson	Coordinator, Transportation and Maintenance Washington County Public Schools, Chipley, Florida
Wilbur Jarrett	Auditor and Assistant Finance Officer, Lake County Public Schools, Tavares, Florida
James E. Lee, Jr.	Graduate Student, Florida State University, Tallahassee, Florida
John W. Love	Graduate Student, Florida State University, Tallahassee, Florida
Ernest Mazejka	Assistant Supervisor of Maintenance, Dade County Public Schools, Miami, Florida

L. P. McElroy	Business Manager, St. Johns Public Schools, St. Augustine, Florida
James H. McGill	Director of Campus Services, Chipola Junior College, Marianna, Florida
J. C. Mitchell	Director of School Plant Planning, Operations and Maintenance, Polk County Public Schools, Bartow, Florida
John L. Southwell	Director, Educational Services, Santa Rosa County Public Schools, Milton, Florida
Paul S. Stanley	Director of Mechanical Maintenance, Polk County Public Schools, Bartow, Florida
Charles Stephens	Purchasing Agent, Leon County Public Schools, Tallahassee, Florida
Chester W. Taylor, Jr.	Superintendent, Pasco County Public Schools, Dade City, Florida
T. W. Valentine	Assistant Supervisor, Plant, Security, Dade County Public Schools, Miami, Florida
J. D. Vann	Director of School Plant Management, Volusia County Public Schools, Daytona Beach, Florida
Robert L. Vogt	Graduate Student, Florida State University, Tallahassee, Florida

FOREWORD

This survey, conducted at the request of the Escambia County Board of Public Instruction, is a systematic collection of pertinent information about the county's program of maintenance and operation for its schools. This report, based on an analysis of information collected by the survey teams, does not purport to enumerate all deficiencies nor to direct attention to superior features of the program. Rather, its purpose is to evaluate the total effort and to suggest steps which, in the opinion of the survey team, can produce improvements in the program.

TABLE OF CONTENTS

		Page
Title Page		i
Survey Staff		ii
Foreward		iv
Table of Contents		v
Chapter		
I	Survey Purposes and Procedures	1
II	Organization	5
III	Administration	9
IV	Budgets	15
V	Expenditures	19
VI	Staffing the Operations Program	29
VII	Staffing the Maintenance Program	43
VIII	Purchasing, Warehousing and Shops	51
IX	Analysis of Maintenance Practices	61
X	Analysis of Operations Practices	71
XI	Recommendations	75

CHAPTER I

SURVEY PURPOSES AND PROCEDURES

Maintenance and operation of school facilities is an administrative function of utmost importance because the school plant is an educational tool that provides necessary space and physical environment for the educational activities of the school. Numerous studies have shown the extent to which the elements of the controllable environment can either enhance or detract from the effectiveness of the educational program. The degree to which all services associated with operations and maintenance contributes to or detracts from these activities is the chief measure of the contribution of the school plant services to the objectives of our education. It must be clearly understood that these services exist not as ends in themselves and have significance only to the extent that they serve to implement the educational program.

In general, the major basic purposes of a maintenance and operations program for a school should:

1. Provide a suitable physical environment for teaching and learning. The standards of these environments should in themselves teach.
2. Protect the health and safety of both students and school employees.
3. Achieve optimum operating efficiency at minimum costs.
4. Promote community pride in school facilities and develop good public relations.
5. Preserve and protect the public's investment in physical property.

The School Plant Management Survey serves as a means of evaluating the extent to which the foregoing purposes are fulfilled.

Organized as a systematic study of existing conditions and needs in Escambia County, this survey report analyzes data collected by the survey staff. These data are concerned with maintenance and operation in relation to organization, administration, budgeting, expenditures, purchasing, staffing, warehousing and distribution, maintenance shops, administrative practices, performance standards and efficiency, and finally, recommendations resulting from an analysis of these data.

In organizing for this survey, a staff was chosen to include persons who have had extensive experience in the particular phases of School Plant Management considered in the study, as well as, persons acquainted with the overall problems in school administration.

The staff, consisting of 22 persons, was divided into ten teams of two members each. The chairman and coordinator assisted the work of the ten teams and the efforts of the county staff in preparing the descriptive materials and the recommendations included in this document.

Every school plant in the county was visited by at least one team from the survey staff. Every classroom, every mechanical room and service space in each school plant was checked. Notes were made of both deficiencies and good point found during the visitation to the schools.

In addition to the visits, each team was assigned the task of studying selected facets of the overall maintenance and operations program. The results of these efforts are compiled in the narrative portions of this survey.

Conclusions and recommendations given in this report represent the considered judgment of the survey staff. These were arrived at on the basis of discussions in staff meetings after careful evaluation of existing conditions in the county in terms of recognized standards for good maintenance and operations practice.

CHAPTER II

ORGANIZATION

The legal responsibility for the control and management of the total school system is that of the Board of Public Instruction. The County Superintendent, operating under the policies as established by the School Board, is the chief executive officer of the total system. The function of the School Board is primarily that of policy making, not detailed administration. Because of the many complexities involved in the administration of a school system, it is necessary that the Superintendent delegate many of the specific administrative responsibilities to staff members within the organization.

Chart No. 1 is the existing table of organization which shows the areas of responsibility and the lines of authority for administering the maintenance and operations program in the county.

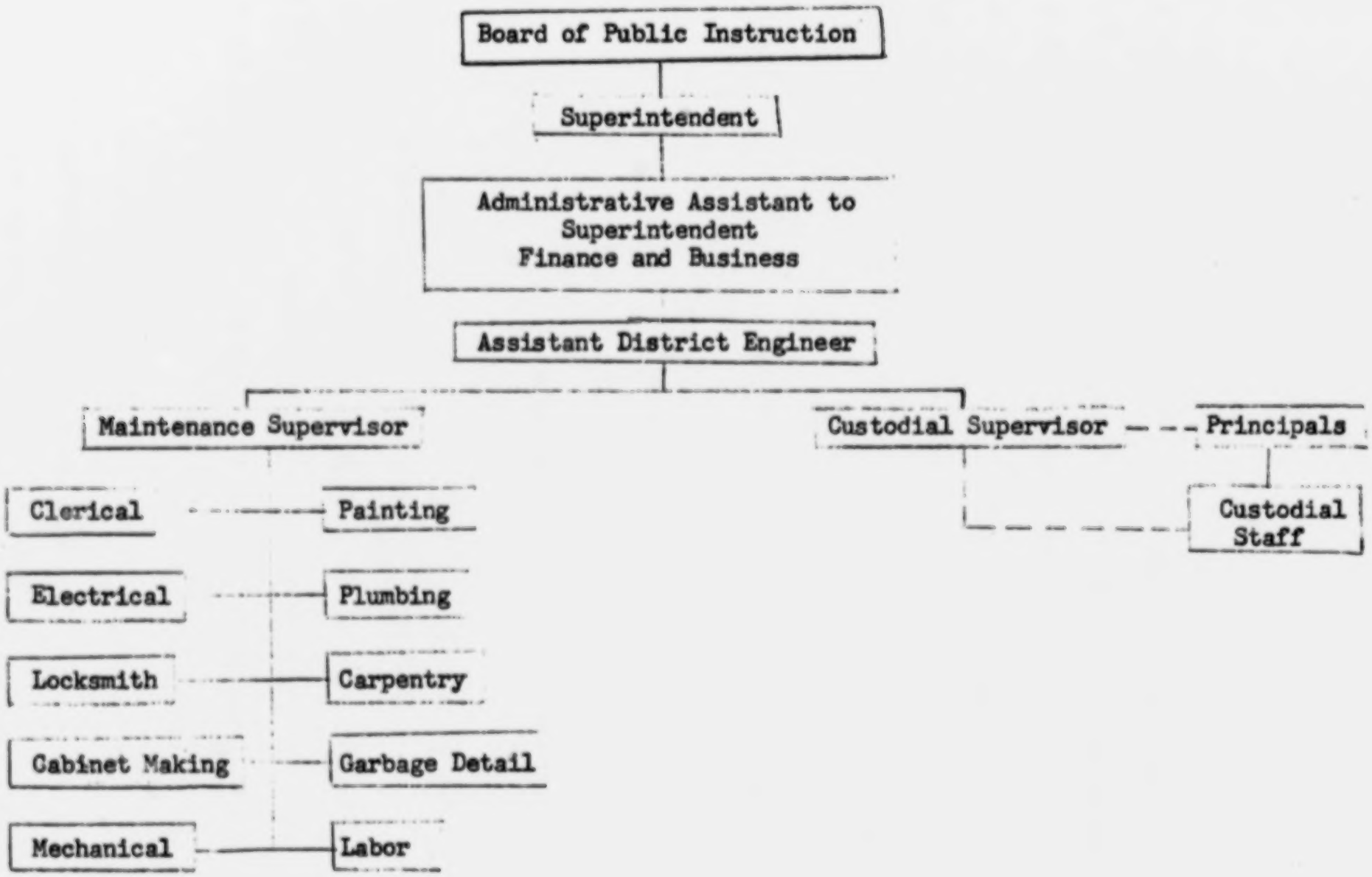
Placement of Responsibility

In the existing pattern of organization, overall responsibility for maintenance and operations is delegated to the Administrative Assistant for Finance and Business. Working directly under him is the Assistant District Engineer, who has the responsibility for plant maintenance and custodial services.

The Supervisor of Maintenance has responsibility for the following areas: (a) painting; (b) electrical; (c) plumbing; (d) lock repair; (e) carpentry; (f) cabinet making; (g) garbage service; (h) mechanical; and (i) semi-skilled and common labor.

Chart No. 1

EXISTING ORGANIZATIONAL CHART
MAINTENANCE AND OPERATIONS PROGRAM



The Supervisor of Custodial Service has responsibility for coordinating the custodial staff of the county. He works in the advisory capacity with the school principal in developing job specifications, offers suggestions for assigning responsibilities, and makes available programs of in-service training.

Relationships to Other Sections

The basic function of school maintenance and operation is to provide a wholesome physical environment for the pupils in the system. To do this, it is necessary to work cooperatively with many sections within the total school organization. There is a direct relationship with the Finance Section in budget preparation and control, purchasing and accounting. Through the cooperative endeavor of the officials in charge of maintenance and operation and the county school personnel director, new employees are acquired through the Escambia County Civil Service Board.

Equipment and supplies are issued from the county warehouse. Accounting records are kept and the appropriate charges are made against the budget accounts involved.

The school principal furnishes direct supervision over the custodial employees assigned to his school plant. Requisitions for repairs, supplies and services originate with the principal.

Lines of Authority

The line of authority as shown on the chart of organization runs directly from the County Superintendent to the Administrative Assistant to Superintendent for Finance and Business to the Assistant District Engineer. The Assistant District Engineer has under his supervision a Supervisor of Maintenance and a Supervisor of Custodial Services.

The Supervisor of Maintenance has direct authority over all plant maintenance personnel. Custodial personnel are under the direct supervision of the principal at each school plant. The Supervisor of Custodial Services has no direct authority over custodial personnel.

Evaluation of Organization

The organizational structure places the operational responsibility for maintenance and custodial service on a supervisor in each of the two areas. The Supervisor of Maintenance has ten separate departments reporting to him. A separate maintenance center is located in the northern part of Escambia County.

The present organization does not lend itself to efficient operation. There is considerable overlapping of duties and responsibilities. For instance, a cabinet shop and a carpentry department, although the two are closely related, are operated as separate units and each department reports directly to the Supervisor of Maintenance. It appears that the Supervisor of Maintenance is overloaded with direct supervisory and administrative details.

CHAPTER III

ADMINISTRATION

Board Policies

Board policies and regulations governing maintenance and operations in the schools of the county, as well as policies affecting job separation, sick leave, and annual leave of non-instructional personnel have been adopted from time to time by the Board of Public Instruction. These were put in a large general handbook by the Board in 1959. Copies of this handbook have not been widely distributed to supervisors and those in charge of the maintenance and operations program. A revised handbook of policies and procedures has been prepared by the Superintendent and his staff. This new handbook is in the hands of Board members for study and anticipated action.

The Board officially assigns one of its members the responsibility of supervising or keeping informed on matters concerning the maintenance and operations program and functions.

The non-instructional employees came under Civil Service in 1953, following a referendum by the voters of this county.

Definition of Maintenance and Operation Functions

School plant maintenance and operation, two closely related areas of school plant management, constitute one of a number of complex problems which confront public school boards. An essential factor in efficient school administration is a well organized and properly functioning service for the maintenance and operation of the school plant.

Maintenance consists of those services, activities, and procedures which are concerned with preserving, protecting and keeping buildings, grounds and equipment in a satisfactory state of repair. It covers a wide range of activities including some repairs, replacements, renovations and adjustments. Operations include those day-to-day services, activities and procedures which are necessary to keep the physical plant open and in a usable condition.

Administrative Staff

The administrative staff for maintenance and operations consists of the Superintendent, the Assistant Superintendent for Administration and Business and the Assistant School District Engineer. The Assistant School District Engineer has a Custodial Supervisor and a Supervisor of Maintenance.

Office Management

The Supervisor of Maintenance has his office in the county warehouse area. All other members of the administrative and supervisory staff on the county level have offices, clerical help and other necessary services in a two-story air conditioned building in the downtown Pensacola area. Adequate housing for the efficient operation of the administrative and supervisory staff is provided.

Division of Labor

While there appears to be no written statements concerning county-wide maintenance and custodial duties, minor and major repairs together with preventive maintenance are on a request basis.

Contracted maintenance takes care of pest control, repair of instructional machines, wells and pumps and other jobs the county crew may not be equipped to perform.

Some projects, involving capital outlay are performed by and apparently charged to maintenance.

Maintenance personnel is divided into the following: (a) carpentry; (b) plumbing; (c) electrical; (d) painting; (e) heating and ventilation; (f) cabinet making; (g) furniture refinishing; (h) locksmith; (i) shade and blind repair; (j) garbage detail.

The everyday care or operational program is assigned to maids and custodians under the direction of the principal. It was generally found that maids open the buildings in the morning and care for special services areas. Custodians report after lunch and continue for an eight hour day into the evening.

Supervisors of Programs

Maintenance work under the Supervisor of Maintenance operates with a "person in charge". For instance, the "plumber in charge" actually directs the work of the plumbing crew.

The building principal directs the work of the maids and custodians.

There does not seem to be a periodic program of inspection. The misuse and destruction of physical facilities, apparently due to vandalism is extremely high in some areas.

Channels of Communication

In most cases the principal of a school initiates a request for materials and services. This request goes directly to the Assistant

School District Engineer for approval or denial. If approved, the work is then scheduled and the materials drawn from the warehouse if necessary. The principal making the request seldom knows his request has been acted upon until the work has been done.

Emergency repairs are requested by the principal by telephone. The Assistant School District Engineer is called at home if necessary. Since no radio equipment is available, the telephone is used to locate the proper repair personnel for dispatch to the school concerned.

Center of Operation

The maintenance and custodial crews, except one which operates in the northern part of the county, operate from the shops located at the central warehousing area located on Fairfield Drive. The Assistant District Engineer in charge maintains his office in the central administration office where he approves requisitions and requests and directs them to the appropriate department.

The maintenance crew serving twelve schools in the northern part of the county operates from a small warehouse located on the Carver High School grounds. Supplies are secured from the central warehouse and work requests are sent to the crew by the Assistant District Engineer.

Evaluation of Total Program

The program of maintaining and operating schools in Escambia County is big business. The operation and maintenance of school plants housing 43,700 pupils presents a challenge which is being met by a relatively small staff. The good results of this effort to protect

the taxpayers' investment is obvious to the members of the survey team; however, the lack of clarity of responsibilities handicaps the effectiveness of the total program.

CHAPTER IV

BUDGETS

Policies and Practices

The only reference to the budget noted in the school board regulations, as revised in 1965, states that the preparation of the budget is the function of the superintendent as prescribed by law. The regulations further state that the county superintendent and the board shall establish the operating procedures necessary to keep expenditures and obligations within the budgeted income for that fiscal year.

Preparation of the Budget

The maintenance and operation budget is prepared under the direction of the superintendent and his staff. The Assistant School District Engineer drafts the budget requests for maintenance and operation, excluding warehouse operations. The warehouse manager drafts that portion of the budget request dealing with cost of warehousing.

The drafting of the budget involves the following steps:

A. Budget requests are drafted by the Assistant School District Engineer and the warehouse manager.

B. Budget requests are then reviewed by the Administrative Assistant to the Superintendent for Finance and Business.

C. Budget requests are further reviewed by the Superintendent and his staff and necessary adjustments are made to bring proposed expenditures in line with estimated income.

D. Adjusted budget requests are again reviewed by the Assistant School District Engineer and the warehouse manager, in consultation with the Administrative Assistant to the Superintendent for Finance and Business.

E. The budget is then submitted by the Superintendent to the board for approval.

Basis for Preparation

Maintenance Budget: Estimated salaries of maintenance personnel are determined by the Assistant School District Engineer based on current personnel allocations and the current salary schedule.

Estimated cost of day-to-day maintenance is determined by the Assistant School District Engineer based upon past experience, updated on the basis of anticipated increase in administration.

A priority list for major maintenance projects is compiled by the Assistant School District Engineer based upon needs determined from periodic school inspections and principal's requests made during the preceding school term.

The costs of salaries, day-to-day maintenance and major projects, as determined by the Assistant School District Engineer, are then incorporated into the original draft of the maintenance section of the budget. These figures are then submitted to the Administrative Assistant to the Superintendent for Business and Finance who then adds the amount to be budgeted for equipment replacement and contracted services. These figures are obtained from past experience updated by current requests from individual school budgets.

Operation Budget: Estimated salaries of operational personnel are determined by the Assistant School District Engineer based on current allocations and the current salary schedule.

The remaining portion of the operations budget is based upon a dollar figure to be spent per pupil in admission, adjusted by experience and anticipated admission.

CHAPTER V

EXPENDITURES

The figures presented in the accompaning tables relating to Florida counties and to the State of Florida, as a whole, have been taken from the Biennial Report, Superintendent of Public Instruction, State of Florida. The annual January issue of "The Nations Schools" was the source of the national figures shown in these tables. The latest report of the State Auditor indicates that there are certain known incorrect classifications of expenditures and it is felt that as a result, the total maintenance expenditures are overstated and the total operations expenditures are understated. It is not possible to determine the exact amount of these differences within the scope of this survey. In spite of these qualifications, these figures still constitute the best information available at this time and are presented for their comparison value and to indicate definite trends.

The Amount and Per Cent of Current Expenditures for Maintenance and Operations

Over the past five years, the actual dollars spent for maintenance and operations have increased each year. However, the percentage relationship to the total current expenditures establishes no definite pattern. The disturbing revelation of Table No. 1 is the recent material decrease in the budget for both maintenance and operations. As indicated in Table 1, the total of maintenance and operations represented 10.7% of the total current expenditures, whereas, the amount budgeted for maintenance and operations for the year of 1964-65 was only 8.2% or a reduction of 2.5%.

Table 1

AMOUNT AND PER CENT OF CURRENT EXPENDITURES
FOR MAINTENANCE AND OPERATIONS

Year	Total Current Expenses All Funds	Operations	Per Cent of Total	Maintenance	Per Cent of Total	Total M & O	Per Cent of Total
1959-60	$ 9,259,567.84	$ 589,375.82	6.4	$335,556.74	3.6	$ 924,932.56	10.0
1960-61	10,259,760.18	692,090.93	6.8	418,965.88	4.1	1,111,056.81	10.8
1961-62	11,656,830.08	755,845.95	6.5	418,593.00	3.6	1,174,438.95	10.1
1962-63	12,505,021.38	817,869.79	6.5	476,227.62	3.8	1,294,097.41	10.4
1963-64	14,596,233.31	1,009,237.50	6.9	545,716.03	3.7	1,554,953.53	10.7
Budgeted 1964-65	17,478,121.00	926,500.00	5.3	499,655.00	2.9	1,426,155.00	8.2

Comparison of Expenditures for maintenance and operations per pupil in ADM with six selected Florida counties, the state and the nation.

In order to show a comparison of expenditures with other counties in the state, six counties have been selected to compare their expenditures per pupil in ADM with that of Escambia County. Of the six counties selected, three have regressively less ADM than Escambia and the other three have progressively larger ADM. The counties selected are shown by Table 2.

A. The table shows that Escambia County is one of the two lowest counties in the total expenditures per pupil in ADM. Escambia County is also indicated to spend less per pupil in ADM than the state and national averages.

B. The total expense for maintenance and operations per pupil in ADM for Escambia County appears to be about the average of the counties shown. This amount is slightly less than the state average and materially less than the national average. The expenditures per pupil in ADM for operations for Escambia County appear to be average for the counties shown. This amount, however, is less than the state average and materially less than the national average. The expenditures per pupil in ADM for maintenance for Escambia County is third highest of the counties exhibited and is higher than the state average and the national average.

A graphic comparison of these expenditures is shown in Table 2A.

Comparison of Itemized Maintenance and Operations Average Cost per Pupil in ADM

To further analyze the relationship of maintenance and operations cost

TABLE 2

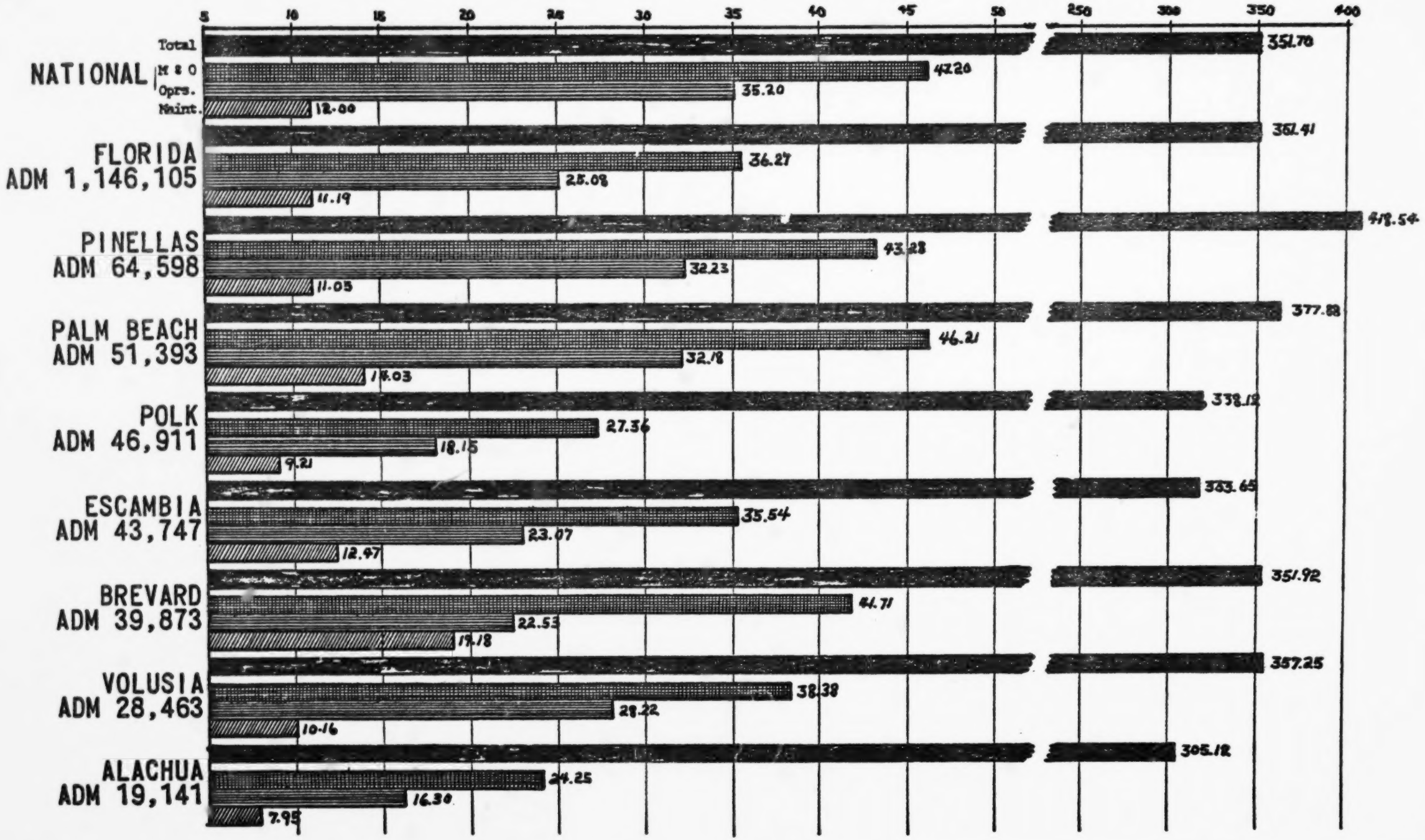
COMPARSION OF EXPENDITURES OF SEVEN COUNTIES NEAREST TO ESCAMBIA COUNTY IN ADM,

THE STATE OF FLORIDA AND THE NATIONAL AVERAGE FOR MAINTENANCE AND OPERATIONS

	1963-64 ADM	Current Total Expenditures	Expenditures Per Pupil in ADM	Total Operation	Expenditures Per Pupil in ADM for Operations	Total Maintenance	Expenditures Per Pupil in ADM for Maintenance	Total Expense for Maint. & Operations Per Pupil in ADM
National			$351.70		$35.20		$12.00	$47.20
State	1,146,105	$402,755,067.94	$351.41	$28,746,084.27	$25.08	$12,827,116.35	$11.19	$36.27
Pinellas	64,598	27,036,805.95	418.54	2,082,149.65	32.23	713,633.12	11.05	43.28
Palm Beach	51,393	19,420,515.72	377.88	1,653,868.30	32.18	720,928.37	14.03	46.21
Polk	46,911	15,861,509.81	338.12	851,539.26	18.15	432,081.12	9.21	27.36
Escambia	43,747	14,596,233.31	333.65	1,009,237.50	23.07	545,716.03	12.47	35.54
Brevard	39,873	14,032,089.96	351.92	898,511.46	22.53	764,814.01	19.18	41.71
Volusia	28,463	10,168,359.66	357.25	803,302.98	28.22	289,158.45	10.16	38.38
Alachua	19,141	5,840,368.57	305.12	311,916.22	16.30	152,164.76	7.95	24.25

TABLE 2A

GRAPHIC COMPARISON ON A PER PUPIL ADM BASIS OF TOTAL CURRENT EXPENDITURES, MAINTENANCE AND OPERATIONS NATIONALLY, AND IN SEVEN SELECTED FLORIDA COUNTIES



per pupil in ADM with the national and state averages, the sources of expenditure for these two functions have been itemized as indicated in Table 3.

A. The average custodial salary costs per pupil in ADM in Escambia County has been consistently and materially lower than either the state or national average.

B. The average cost per pupil in ADM for heat also has been consistently and materially lower than the state and national averages. This relationship with the national average is not surprising; however, it would be expected that Escambia County would esceed the State of Florida average cost for heat.

C. With the exception of 1962-63, the average cost per pupil in ADM for utilities other than heat for Escambia County has been higher than either the state or national average. A lack of incorrect classification of expenditures for heat may be the source of this rather unusual situation.

D. The average cost per pupil in ADM for other operational expenditures for Escambia County has been consistently lower than either the state or national average. This classification of expenditures would include cleaning materials and expendable supplies, etc.

E. It is interesting to note that the average cost per pupil in ADM for maintenance salaries for the State of Florida and for Escambia County has consistently exceeded the national average and that for the years 1962-63 and 1963-64, Escambia County has exceeded both the state average as well as the national average.

TABLE 3

AVERAGE COST PER PUPIL ADM, NATIONALLY, STATE, AND ESCAMBIA COUNTY
OPERATIONA AND MAINTENANCE

	1960-61			1961-62			1962-63			1963-64		
	National	Florida	Escambia	National	Florida	Escambia	National	Florida	Escambia	National	Florida	Escambia
Average Daily Membership		984,324	39,215		1,038,174	40,887		1,094,528	42,437		1,146,105	43,747
OPERATIONS (Total)	$32.10	$21.57	$17.65	$31.90	$22.38	$18.49	$33.80	$23.37	$19.27	$35.20	$25.08	$23.07
Custodial Salaries	17.00	12.68	9.73	17.10	13.19	9.50	18.10	13.77	10.74	19.00	14.24	11.56
Heat	5.45	1.43	.85	5.35	1.28	.81	5.40	1.66	.83	5.50	1.66	.95
Utilities-less heat	5.85	5.74	5.97	5.80	6.14	6.90	6.40	6.64	6.32	6.50	7.36	9.28
Other Expenses	3.80	1.72	1.10	3.65	1.77	1.28	3.90	1.80	1.38	4.20	1.82	1.28
MAINTENANCE (Total)	11.60	10.53	10.63	11.10	10.55	10.24	11.80	10.33	11.22	12.75	11.19	12.47
Salaries	3.40	5.85	5.82	3.50	5.87	5.82	3.70	5.89	6.27	4.05	6.17	7.64
Other Expenses	8.20	4.68	4.86	7.60	4.68	4.42	8.10	4.44	4.95	8.70	5.02	4.83

F. The relationship of the state and Escambia County maintenance salary cost per pupil in ADM may be partially explained in the relationship of the average cost per pupil in ADM for other maintenance espenditures. It will be noted that these other expenditures have been consistently higher on a national average than for either the state average or Escambia County. This may be an indication that the use of contracted services is more prevelent throughout the remainder of the United States and in this comparison would be included under the classification of other expenditures. The lack of use of contracted services in Florida and Escambia County would tend to be reflected in the level of maintenance salaries.

Comparison of Budget to Expenditures

Table 4 provides a comparison of the original and ammended budgets for operations and maintenance as well as the actual amount expended for each of four years for these two functions. No itemized classification for maintenance budgets were available.

A. One of the trends worthy of note shown by this comparison is that for utilities other than heat. The amount expended for this classification exceeded the amount budgeted with the exception of one year; however, the last year indicated a very material increase in the actual expenses over the original budget.

B. The actual expenditures for maintenance exceeded the budget for only two out of the four years; however, the year 1963-64 indicated a rather material increase in actual expenditures over the original budget.

TABLE 4

COMPARSION OF BUDGETS AND EXPENDITURES

	1960-61 Original Budget	1960-61 Final Amended Budget	1960-61 Expended	1961-62 Original Budget	1961-62 Final Amended Budget	1961-62 Expended	1962-63 Original Budget	1962-63 Final Amended Budget	1962-63 Expended	1963-64 Original Budget	1963-64 Final Amended Budget	1963-64 Expended
OPERATIONS:												
Salaries	$360,000	$383,400	$381,723.40	$414,685	$388,401	$388,400.40	$450,544	$456,044	$455,976.22	$536,056	$506,056	$505,515.30
Contracted Services	5,000	3,550	3,535.00	5,000	3,500	3,209.50	5,000	5,550	5,505.00	5,250	6,250	6,387.50
Heat	32,000	33,410	33,402.67	36,000	33,200	33,160.70	36,000	36,000	35,062.39	38,000	38,000	41,666.37
Utilities-less heat	225,000	234,000	233,959.91	260,000	281,961	281,960.14	270,000	270,000	268,330.52	300,000	379,000	406,131.23
Supplies	35,000	37,400	37,308.97	39,215	48,103	48,102.58	50,950	51,450	51,160.53	55,052	55,052	48,544.00
Other	15,000	2,200	2,160.98	2,600	2,335	1,012.63	5,811	1,911	1,835	5,811	5,811	993.10
TOTAL	672,000	693,960	692,090.93	757,500	757,500	755,845.95	818,305	820,955	817,869.79	940,169	990,169	1,009,237.50
MAINTENANCE:												
Salaries			228,046.87			237,999.50			265,857.80			334,129.31
Other			190,919.01			180,593.50			210,369.82			211,586.72
TOTAL	494,000	419,100	418,965.88	414,228	418,828	418,593.00	477,700	477,700	476,227.62	495,029	576,029	545,716.03

CHAPTER VI

STAFFING THE OPERATIONS PROGRAM

Board Policies Affecting Personnel

Interviews with school administrative staff personnel indicate that there are no school board written policies which directly affect the custodial personnel. Since these employees are under the county civil service program, the 1957 revised edition of the "Rules and Regulations of the Civil Service Board of Escambia County" is used as governing policies.

Size of Present Staff

For the school year of 1964-65, there are 4 janitor foremen, 8 senior custodians, 27 custodians, 102 janitors and 143 maids employed on 8 hour daily schedules. One custodial foreman, one campus engineer and two part time maids give a total of 288 custodial personnel employed. Of this number 122 are employed for 12 months, 1 for 11 months, 23 for 10 months and 142 for 9 months. These employees are under the supervision of a custodial supervisor whose office is located in the County School Board Building. The Custodial Supervisor is required to perform other administrative functions which prevents him from conducting an effective overall custodial program essential to the proper housekeeping for a school system of this size.

No assistant is provided to enable routine inspection of the buildings, troubleshooting, handling of emergencies and assistance in training personnel with proper application of modern cleaning methods.

The responsibility of personnel liaison between the Custodial Supervisor and Civil Service Personnel Office is that of the present business office staff.

The present method for allocation of custodial personnel to the various schools appears to be one custodian for each eight classrooms. A more accurate and detailed formula would provide a more adequate and equitable allocation.

A review of the employment schedule of custodians reveals that there will be 14 schools without any custodial assistance during the summer months, 37 with one (1) custodian on duty, 10 with two (2) custodians on duty and 9 with three (3) or more custodians on duty.

Personal Characteristics of Personnel Presently Employed

Each of the 9 custodial classifications has its own requirements that must be met by applicants seeking employment and are stated in the job descriptions.

No person will be employed who cannot meet the minimum physical requirements set forth for each position. The examinations are conducted by the County Physician at the County Clinic, located at Escambia General Hospital.

A copy of the medical examination record is shown on page number 31.

Job Qualifications

Desirable minimum qualifications for each of the custodial classifications has been established by the County Civil Service Board. Each applicant must have at least an eighth grade education, except for a campus engineer at the Junior College which requires a twelfth grade education.

INDEX NO. POSITION SOUGHT NAME

ADDRESS

MEDICAL EXAMINATION RECORD
CIVIL SERVICE BOARD OF ESCAMBIA COUNTY

Date of exam._____Result_____
Date of Re-Ex._____Result_____

DEFECTS WHICH DISQUALIFY FOR ALL POSITIONS: (1) Insanity, (2) Epilepsy, (3) Chronic Alcolholism or Drug Addiction, (4) Exophthalmic Goitre, (5) Paralysis, (6) Locomotor Ataxia, (7) Cancer, (8) Tuberculosis, (9) Chronic Respiratory Diseases, (10) Serious Organic Diseases of the Heart, (11) Evidence of Defective Circulation, (12) Bright's Disease, (13) Diabetes, (14) Communicable Disease, (15) Blindness, (16) Excessive Obesity, (17) Advanced Arthritis, (18) Chronic and Recurring Back Disorders, (19) Severe Varicose Veins and Ulcers.

PHYSICIAN'S RECORD	Original Exam.		Re-Examination	
	Passed	Failed	Passed	Failed
Disabling Deformity____Hand____Foot				
Defective Joints or Limbs				
Paralysis____Dumbbell__R____L				
Hernia____Uncontrolled				
Heart____Circulatory Defects				
Lungs____Respiratory System Defects				
Tuberculosis____Pulmonary Gland				
Bone				
Nervous Disease				
Varicose Veins				
Blood Pressure__				
Height__ _ Feet__ __Inches				
Weight____Pounds				
Obesity____Excessive				
Vision w/glasses____R____L				
Vision w/o glasses____R____L				
Vision____Color				
Hearing				
Speech				
Urine_____Albumin____Neg.				
Urine_____Sugar_____Neg.				
Syphilis Serology_____Taken				
Tetanus_____Taken				
Chest X-Ray_____Taken				

Previous injuries, illnesses, operations:

CERTIFICATE OF EXAMINING PHYSICIAN: I (can,cannot) recommend that the above named applicant be employed by the County of Escambia.

Remarks:

Signature of Physician

Each applicant must also pass an examination administered by the County Civil Service Board. Each classification calls for specific qualifications peculiar to the nature of the work. In some few cases, the age requirement has been waived because of the low prevailing wages. A reproduction of these qualfications appears on pages 33 and 34.

Applications for employment

All applications for employment are made through the County Civil Service Personnel Office at the County Courthouse. This is a master application form reproduced on pages 35 and 36 and is used by all five Civil Service Agencies in the county. Each applicant must provide three character references and two business references. Upon complete processing of the application form, and acceptance for employment each applicant is given notice of any appointment for a physical examination which is to be conducted by the County Physician.

If an applicant does not qualify for a position because of low score on the examination or because of inability to meet age requirements, residency requirements in state or county, having a police record or lack of experience he or she is notified of this fact by the personnel of the Civil Service Board.

Applicants are also notified of successful passing of examinations and interviews are established to discuss possible placement.

Probationary Employment

All employees are on probationary status for a period of one year.

CUSTODIAL QUALIFICATIONS

Desirable Minimum Qualifications in Training and Experience:

Class Title: Maid	Completion of the eighth grade supplemented by at least two years of routine domestic housekeeping duties as would be done in the average home; or an equivalent combination of training and experience. (Salary range, $135 to $172)
Class Title: Janitor	Completion of the eighth grade supplemented by at least one year of general house cleaning duties; or an equivalent combination of training and experience. (Salary range, $172 to $221)
Class Title: Custodian	Completion of the eighth grade supplemented by two years of routine janitorial experience; or an equivalent combination of training and experience. (Salary range, $190 to $244)
Class Title: Sr. Custodian	Completion of the eighth grade supplemented by at least three years of experience in cleaning and maintaining large office buildings; or an equivalent combination of training and experience. (Salary range, $200 to $256)
Class Title: Janitor Foreman	Completion of the eighth grade supplemented by at least four years of janitorial experience, one year of which should have been in a supervisory capacity; or an equivalent combination of training and experience. (Salary range, $221 to $282)
Class Title: Custodial Foreman	Completion of the eighth grade with formal training in janitorial work, supplemented by five years of increasingly responsible custodial experience of which at least two years was in a supervisory capacity; or an equivalent combination of training and experience. Salary range, $269 to $343)
Class Title: Campus Engineer	Graduation from high school with special training in the use of custodial materials and equipment, supplemented by seven years of increasingly responsible custodial work including at least two years in the supervision of a large custodial and grounds crew; or an equivalent combination of training and experience. (Salary range, $438 to $559)
Class Title: Campus Watchman	Completion of the eighth grade, supplemented by some experience in watchmen work or related field. Age limit: 50 years. Applicants must be resident of State of Florida for the past 2 years, and Escambia County for the past 6 months; and must pass physical examination administered by County Physician before employment. Duties: Safeguard public buildings and property, prevents thefts of cars and accessories while parked on campus. (Beginning Salary, $190 per month)

Desirable Minimum Qualifications in Training and Experience:

Class Title: Custodial Supervisor	Graduation from high school with special training in the selection and proper use of cleaning agents and equipment, supplemented by increasingly responsible custodial experience of which at least three years should have been in the supervision of a custodial crew in a large public or private institution; or an equivalent combination of training and experience.
Normal Line of Promotion:	From: Buildings & Grounds Foreman; Senior Building Superintendent TO: No Normal Line of Promotion
Knowledge, Abilities, and Skills:	Thorough knowledge of proper building cleaning methods; thorough knowledge of chemicals and cleaning materials and equipment used in a school district; good knowledge of school construction. Ability to organize and direct the work of a large custodial operation; ability to train custodial personnel in the proper use of equipment and cleaning materials; ability to evaluate work performed in accordance with established standards; ability to establish and maintain effective working relationships with subordinates, school personnel and the general public; ability to inspect, review and maintain the necessary records and to prepare accurate and concise reports.
Salary Range:	Pay Grade 28, $417 to $532

CIVIL SERVICE BOARD

COUNTY OF ESCAMBIA

411 County Courthouse Annex — Pensacola, Florida

INSTRUCTIONS: Answer every question below clearly and completely. Typewrite or print in INK. If you are applying for a specific Civil Service Examination, read the Announcement carefully and follow all directions.

This application must be accompanied by three (3) letters from responsible persons or business firms who have definite knowledge of your character and fitness for the position you seek. Include recent picture of yourself.

SEE FILE IS ATTACHED

MASTER APPLICATION — RULES AND REGULATIONS

1. Notice of applicant's change of address should be promptly sent to the Secretary of the Board.
2. No person can apply for or be eligible for more than 3 classes of position at one time.
3. Any person whose general standing is less than 70% shall not be entitled to have his or her name entered upon any entrance eligible list.
4. No name shall remain upon an eligible employment list for more than 2 years. If not appointed within that time, application must be re-filed.
5. All applicants are required to be residents of the State of Florida for a period of two or more years and a resident of Escambia County for a period of six months immediately prior to this date. Applicants over 21 years of age are required to be qualified voters except in instances where we are unable to secure the services of local residents who possess the required qualifications.
6. Applications must be filed before closing date as provided in published announcements.
7. The Board may reject the application of any person for admission to a test or refuse to certify the name of an applicant for any of the following reasons:
   (a) For not possessing the established minimum requirements.
   (b) Addicted to habitual use of drugs or intoxicating liquors.
   (c) For being physically unfit, failure to pass medical examination as prescribed by the Board.
   (d) For being guilty of a crime, infamous or notoriously disgraceful conduct.
   (e) For having been dismissed from the public service or from other employment for delinquency.
   (f) For making false statements in the filing of this application.
   (g) For having unfavorable police record.

1. TITLE OF EXAMINATION:

_____

_____

_____

_____

3. EDUCATION—Circle highest grade completed:

Grammar School — 1 2 3 4 5 6 7 8

High School — 9 10 11 12

Name and Location_____

_____

College or University — 1 2 3 4

Major_____

Minor_____

Degree Received_____

Name and Location_____

_____

List any other educational courses such as Business or Trade School.

_____

_____

8. MILITARY SERVICE: If you have served in the Military or Naval Service indicate the type of discharge received: _____

Branch of Service_____ Serial Number_____

Date separated_____ Rank when_____

NOTE: If you wish to claim Veterans Preference on examinations as prescribed in RULES of the Board, you must complete Form A-10 and submit along with copy of Honorable Discharge.

If the answer is "YES" to any of the following questions describe fully in Item 30

	Yes	No
4. Are you physically handicapped in any way?		
5. Have you ever been arrested or indicted for any offense other than a minor traffic violation?		
6. Do you receive an annuity from the U.S. D.C., or any State, County or City government under any retirement, pension or other compensation plan, because of your Military or Naval Service or as a Civil employee?		
7. Have you ever been employed by the County of Escambia?		
8. Do you have a relative (by blood or marriage) who is now employed by the County of Escambia?		
9. Has your application for possible employment with the County of Escambia ever been rejected?		

10. Resident of State of Florida since?_____

11. Resident of Escambia County since?_____

12. Are you a U. S. citizen?_____

13. Voting Registration Certificate No._____

14. Precinct Number_____

15. Date of Registration_____

16. Date of Birth: Mo._____ Da._____ Yr._____

17. Place of Birth: _____ (city) _____ (state)

18. Sex_____ 19. Age_____ 20. Race_____

21. Weight_____ 22. Height_____

MARITAL STATUS—Circle One

23. Single Divorced Widowed Married Separated

24._____ Name of Husband or Wife

25._____ Where is he or she employed?

26._____ No. of children 27._____ Ages of children

28._____ Father's Name and Address

29._____ Mother's Name and Address

NAME_____ (last) (first) (middle)

ADDRESS_____

CITY_____ STATE_____

TELEPHONE NUMBER_____

PRINT

PICTURE

CSB 5-58
Form A-1B
Rev. 5-62

30. Insert here detailed answers to questions in Items 4, 5, 6, 7 and 8.

Item No.		Item No.	

31. LIST BELOW YOUR WORK EXPERIENCE—Begin with your present position and give complete answers on all positions you have held. You may attach additional sheets if necessary in order to give complete and detailed information. For "Specific Duties" list volume and kind of work, and the number and titles of employees supervised, if any. Emphasize your own specific tasks.

TOTAL TIME EMPLOYED

Years Months

From

To

Reason for leaving

Employer Address

Your Title Starting Salary $ per yr. Final Salary $ per yr.

Your Specific Duties

TOTAL TIME EMPLOYED

Years Months

From

To

Reason for leaving

Employer Address

Your Title Starting Salary $ per yr Final Salary $ per yr.

Your Specific Duties

TOTAL TIME EMPLOYED

Years Months

From

To

Reason for leaving

Employer Address

Your Title Starting Salary $ per yr. Final Salary $ per yr

Your Specific Duties

TOTAL TIME EMPLOYED

Years Months

From

To

Reason for leaving

Employer Address

Your Title Starting Salary $ per yr. Final Salary $ per yr.

Your Specific Duties

---

32. Are you willing to have the Civil Service Office write or call your present employer regarding your qualifications? Check one:

YES NO

33. Will you accept employment on a temporary basis? Check one:

YES NO

DO NOT SIGN THIS APPLICATION UNTIL YOU ARE IN THE PRESENCE OF A NOTARY PUBLIC. Application may be notarized by Notary Public in Civil Service Office without charge.

CERTIFICATE OF APPLICANT: I hereby certify that I have made no incorrect or false statement or answer to any question asked in this my application. Further, I fully realize that should an investigation disclose any such misrepresentation, my application will be rejected, disqualifying me for the examination, and if employed I shall be subject to the Civil Service Rules and Regulations necessitating a physical examination and other qualifying tests.

SIGNATURE OF APPLICANT DATE

STATE OF FLORIDA, COUNTY OF ESCAMBIA

On this day of 19 before me personally appeared

to me known to be the same person described in and who executed the foregoing application, who having been duly sworn (or affirmed) before me, stated to the best of knowledge and belief the several statements in the foregoing application contained, whether in writing or in print, are true.

SIGNATURE OF OFFICER

DO NOT WRITE BELOW THIS LINE

RECORD OF EXAM

DATE	EXAMINATION	WRITTEN	V. P.	FINAL	Notice Sent	PERFORMANCE

If their work has been satisfactory and they have demonstrated their ability to fill the position successfully, their employment shall become subject to the Civil Service Act. Probation does not include any temporary and provisional employees.

Promotions

There is no school board policy which provides standards for line of promotion, although the Civil Service Board requires an "Employee Service Rating" which evaluates the employees performance for the past year. The standard "Employee Service Rating" form is reproduced on pages 38 and 39. This is used to determine which employees should be recommended for increments and promotion. This form is executed by the employee's immediate supervisor, reviewed by the school administrator and submitted to the Custodial Supervisor. At each phase of this rating, the report is discussed with the employee and requires the employee's signature to this effect.

Notice of promotional tests are posted in conspicuous places where they may be seen by all employees in line for promotion. A person who has served less than one (1) year as a county employee is not eligible for a promotional test.

Salary Schedule and Wage Scales

The present custodial salary schedule shown on page 40 is established by the County Civil Service Board with the cooperation of the County School Board. However, no adjustment can be made in this schedule unless all five Civil Service agencies are able or willing to adjust their schedules accordingly.

This report should be an evaluation of the employee's performance for the entire period in relation to the requirements of his position. These requirements should be known to the employee.

EMPLOYEE SERVICE RATING

(Submit in triplicate)

For use by Civil Service Board

Service Rating Year

Date officially notified

Name_____ Department_____

Class_____ Division_____

Circle one for each factor: — = Weak, ✓ = Standard, + = Strong	NOTE: Place an "X" in appropriate block for each factor. FACTORS	Unsatisfactory	Needs Improvement	Standard	Above Standard	Outstanding	NOTE: Three or more ratings in either 1st or last column should be explained under "Remarks" REMARKS
— ✓ +	QUALITY OF WORK						
— ✓ +	QUANTITY OF WORK						
— ✓ +	WORK HABITS						
— ✓ +	ADAPTABILITY						
— ✓ +	PERSONAL RELATIONS						
For supervisory employees only:							
— ✓ +	LEADERSHIP						

SIGNATURES OF REPORTING OFFICERS

This report is based on my personal observation and/or knowledge. It represents my best judgment of the employee's performance.

RATER_____ DATE_____

Report discussed with employee

BY_____ DATE_____

I have reviewed this report. It represents the facts to the best of my knowledge.

REVIEWER_____ DATE_____

Employee's Reaction _____

I concur in and approve this report.

DEPT. HEAD (OR ASS'T.)_____ DATE_____

This report has been discussed with me.

EMPLOYEE'S SIGNATURE_____ DATE_____

LEAVE RECORD
(Calendar Year Just Ended)

WITH PAY		WITHOUT PAY
Balance, January 1 (Carry over from previous report period)	_____ Sick Leave _____ Vacation	Authorized leave during period
Granted by law for current report period	_____ Sick Leave _____ Vacation	_____ Days for illness
Total	_____ Sick Leave _____ Vacation	_____ Days for personal reasons
Authorized leave during period	_____ Sick Leave _____ Vacation	Unauthorized leave during period
Balance, December 31 (End of this report period)	_____ Sick Leave _____ Vacation	_____ Days, which represents
		_____ Times employee was AWOL

INFORMATION AND INSTRUCTIONS

PURPOSE OF SERVICE RATING

For the Employee	For the Employer
Let employee know how well he is performing his job; encourage self-improvement.	Determine if employee's work is up to standard.
	Improve employee-supervisory relationship.
Inform employee whether he deserves an increment in salary and/or retention in service.	Serve as guide for reassignment of employee to better use of his skills and abilities.
	Assist in determining order of reductions in force.
Give employee official commendation if his work deserves special recognition.	Recognize in-service training needs.
	Determine which employees should be recommended for increments and promotion.
	Establish basis for discharging incompetent employees.

MAKING THE REPORT

The RATER fills out the report completely and signs it. The REVIEWER then checks the report for consistency, fairness, accuracy, and correctness of rating procedure, and signs it. The DEPARTMENT HEAD'S signature indicates concurrence with and approval of the report.

The top five factors apply to all employees; the last factor applies to supervisors only. To rate each factor, review the discussion below. Indicate your rating by placing and "X" in the box which best describes the employee's performance, keeping in mind the duties of the position and the standards which apply to it. Notations of good performance or suggestions about how performance may be improved should be made in the space for "REMARKS."

To indicate the employee's degree of strengths and weaknesses of each factor rating, circle a (+) or a (-) in the box at the left of the factor considered; indicate a standard or average factor rating by a (✓).

RATINGS	FACTORS
OUTSTANDING--performance not only exceeds normal requirements, but is so conspicuously outstanding that it warrants special commendation. This rating should be given only when definitely deserved, since if used indiscriminately, it will lose its significance as an honest commendation.	QUALITY OF WORK--neatness, accuracy, thoroughness, originality; oral and written expression; care of tools and equipment. In the case of supervisors, the effectiveness of their division or unit.
ABOVE STANDARD--performance is definitely well above the standards required for the position; rating should be given when work is above-average level; indicates rater is well-satisfied with type work being done.	QUANTITY OF WORK-- speed of work and volume of work produced; conservation of materials and supplies; ability to perform specific duties assigned. In case of supervisors, the quantity production of their division.
STANDARD--performance meets all requirements for the position; improvement may be needed in some aspects.	WORK HABITS--observance of working hours; attendance; observance of rules and regulations; observance of safety rules; compliance with work instructions; orderliness; application to duties.
NEEDS IMPROVEMENT--performance barely satisfactory is below desirable level; definite improvement needed.	ADAPTABILITY--performance in new situations, in emergencies, and with minimum instructions; readiness of employee in acquiring knowledge; his ability to make useful suggestions; and his tendency to solve problems unaided.
UNSATISFACTORY-- performance is inadequate and definitely inferior to standards required for the position.	PERSONAL RELATIONS--getting along with fellow employees; meeting and handling the public; appearance, manner, speech, friendliness, likability; attitude toward supervision; loyalty to organization.
	LEADERSHIP--planning and assigning; training and instructing; disciplinary control; evaluating performance; making decisions, fairness and impartiality; approachability; conformance to policy of supervisors.

After the report has been completed, it should be discussed with the employee. This is the most important part of the performance evaluation. It provides an opportunity for a frank and constructive discussion of the employee's performance in relation to the requirements of his position. It should result in a better understanding between the supervisor and the employee about what is expected of the employee and how he is doing.

It is the supervisor's responsibility to make sure the employee understands what was taken into consideration in making the rating. Specific examples of performance should be discussed in detail. The employee should be commended for work well done and helped to understand in what specific ways he needs to improve.

After the report has been reviewed with the employee, he should be requested to sign it. His signature does not mean he agrees with the report.

APPEALS PROCEDURE

1. Appeal from Service Rating must be filed within seven (7) days from date of official notification.	3. Further appeal is provided to Civil Service Board and must be filed not later than thirty (30) days after receiving written notification from employing authority on his original appeal; copy of which to be forwarded to Civil Service Board.
2. Appeal should take the form of a letter from employee, addressed to employing authority, with copy to Civil Service Board, beginning: "I hereby appeal from the service rating given me for the year, 19__, because. . . . . ."	4. NOTE: Higher appeal available only to employees who comply with Item No. 1 listed above.

CUSTODIAL SALARY SCHEDULE

CLASSIFICATION	PAY GRADE	SALARY RANGE
Maid	5	$135. ------- $172.
Janitor	10	172. ------- 221.
Custodian	12	190. ------- 244.
Sr. Custodian	13	200. ------- 256.
Janitor Foreman	15	221. ------- 282.
Custodial Foreman	19	269. ------- 343.
Buildings & Ground Foreman	25	360. ------- 460.
Custodian Supervisor	28	417. ------- 532.
Campus Watchman	12	190. ------- 244.

Custodial Training: Consists of on the job training by presently employed custodian, if there is no one at a particular school who is capable of training a new employee, the Custodial Supervisor has to go to the school and give cleaning instructions to the new employees.

Work Schedule: Different school plants have different situations, therefore, the work schedules vary greatly from school to school. In most schools one janitor must be responsible for cleaning & maintaining at least 10 classrooms or an equivalent in other type spaces, plus some additional varied duties.

Allocation Criteria:

Up to 17 classrooms;	Janitor classification, pay grade 10
18 to 28 classrooms;	Custodian classification, pay grade 12
29 and up	Sr. Custodian classification, pay grade 13
Extra large plants;	Janitor Foreman classification, pay grade 15
PJC;	Custodial Foreman, pay grade 19

Pre-Service and In-Service Training Programs

At present there is no planned program providing pre-service or in-service training. However, recent attempts have been made to conduct short term workshops which have reached only a small percentage of the custodial personnel.

Employee Benefits

Each employee is granted vacation and sick leave on the basis established by the Civil Service Board.

Vacation Employees can accumulate vacation leave at the rate of one day for each month in service of the county or school board during the first ten years of service.

After ten years, the employees accumulate vacation leave on the basis of 1 and 1/2 days for each month in service. Vacation leave can be accumulated up to a maximum of 36 days.

Sick leave Employees accrue sick leave at a rate of 1 and 1/4 days for each month in service. Sick leave may be accumulated to a maximum of 72 days.

Prior to the completion of one year's probationary period, any leave granted employees shall be without pay. However, this does not prevent the accumulation of sick leave or annual leave and upon gaining permanent status would have one year's accumulation of each to their credit.

Compensation Employees are covered by Workmen's Compensation insurance for injuries sustained in the line of duty.

Other provisions are made for military leave and maternity leave and are found in Section 8 of the Civil Service Act.

Overtime accrues at the rate of time and a half for employees and may be realized as pay or compensation time.

Retirement Retirement Benefits according to State & County Retirement Plan: There is no compulsory retirement age established by the Civil Service Board. Termination of employment by dismissal, supervision, resignation or abolishment of position is described in Civil Service Board rules and regulations.

Uniforms Custodians are not provided with or required to be in uniforms.

CHAPTER VII

STAFFING THE MAINTENANCE PROGRAM

Board Policies Affecting Personnel

Interviews with administrative and staff personnel disclose that there is no official written handbook on governing policies which deal specifically with maintenance personnel. However, as the maintenance personnel are employed under the County Civil Service Program, the current Civil Service Act and Rules and Regulations of the Civil Service Board determine the employment practices.

Existing Personnel

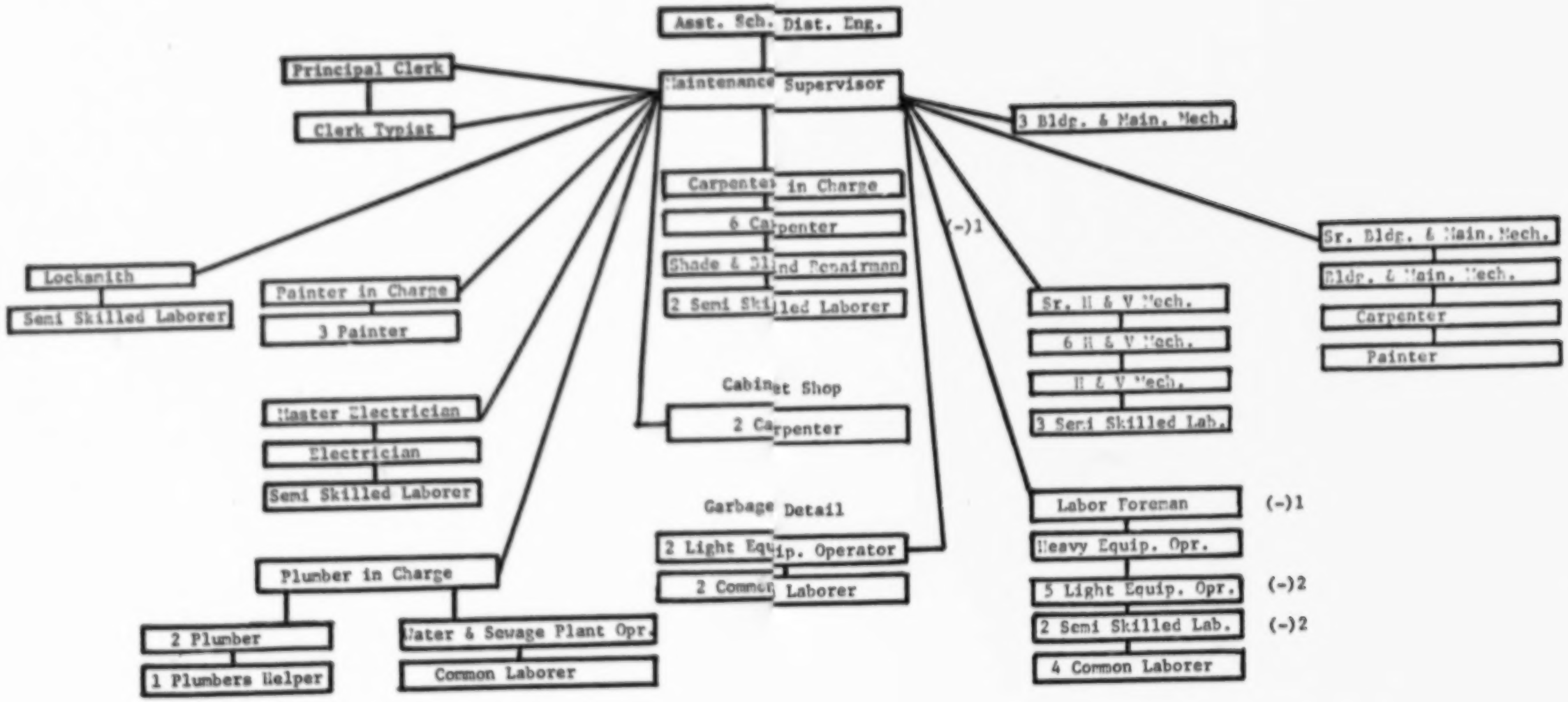
The administration of the maintenance program falls under the jurisdiction of the School Construction and Maintenance Supervisor who is directly responsible to the Assistant School District Engineer. The Maintenance Supervisor has excessive administrative and supervisory responsibilities that prohibit adequate and periodic school inspection. Chart No. 2 presents the present organization of the Maintenance Department.

The present staff consists of the following:

Number Assigned	Title of Position
1	School Const. & Maint. Super.
1	Clerk Typist
1	Principal Clerk
1	Carpenter in charge
6	Carpenters
2	Semi-skilled carpenters

CHART NO. 2

MAINTENANCE DEPARTMENT ORGANIZATION



(-) Number Less Than Assigned

1	Electrician in charge
1	Electrician
1	Semi-skilled electrician
1	School grounds foreman
1	Heavy equipment operator
5	Light equipment operator
2	Semi-skilled laborers
4	Common laborers
1	Sr. Heating & Vent. Mech.
6	Heating & Vent. Mech.
1	Heating & Vent. Helper
3	Semi-skilled laborers Heat. & Vent.
1	Locksmith
1	Semi-skilled locksmith
1	Shade Repair
1	Painter in charge
3	Painters
1	Plumber in charge
2	Plumbers
1	Plumber's helper
1	Water & Sewage Plant Operator
1	Common laborer plumber

North End Employees

1	Sr. Bldg. Maint. Mech.
1	Bldg. Maint. Mech.
1	Carpenter
1	Painter

Trash and Garbage Truck

2	Light Equipment Opr.
2	Laborers

Skills Required for Positions Now Existing

There is a written job description for all positions in the maintenance program prescribed by the rules and regulations of the Civil Service Board. All applicants are required to complete the official applicantion blank, shown on pages 35 and 36 , take oath, and successfully pass a written examination for the purpose of establishing employment.

Characteristics of Present Personnel

In a limited number of interviews with maintenance personnel the following observations were developed:

1. Average age is beyond middle years and some approaching retirement age.
2. Personal appearance was fair.
3. An apparent lack of initiative and ambition was noted.
4. Most appeared to be above average in years of experience.

Personnel and Employment Practices

Job qualifications and applications for employment are advertised by the Civil Service Board and fall under their complete jurisdiction. Employment practices are described in Chapter VI, "Staffing the Operations Program".

Probationary Employment

Employees are appointed in accordance with Section 11 of the Civil Service Board. They are on probationary assignment for a period of one year beginning from the date their appointment became effective.

Promotion

The Civil Service Board prescribes tests and other rather rigid requirements before promotion can be obtained from one pay step to the next. One such requirement is the Employee Service Rating sheet which is reproduced on pages 38 and 39. Methods of completing this form are described in "Staffing the Operations Program". In examination of random samples of completed Employee Service Rating forms, there seemed to be some inconsistency between the ratings by the Civil Service Board and the ratings by school administrative officers.

Salary Schedules and Wage Scales

Salary schedules and wage scales are exhibited on pages 49 and 50.

Employee Benefits

Each employee is granted vacation and sick leave on the basis established by the Civil Service Board.

Vacation Employees can accumulate vacation leave at the rate of one day for each month in service of the county or school board during the first ten years of service.

After ten years, the employees accumulate vacation leave on the basis of 1 and 1/2 days for each month in service. Vacation leave can be accumulated up to a maximum of 36 days.

Sick Leave Employees accrue sick leave at the rate of 1 and 1/4 days for each month in service. Sick leave may be accumulated to a maximum of 72 days.

Prior to the completion of one year's probationary period, any leave granted employees shall be without pay. However, this does not prevent the accumulation of sick leave or annual leave and upon gaining permanent status would have one year's accumulation of each to their credit.

Compensation Employees are covered by Workmen's Compensation insurance for injuries sustained in the line of duty.

Other provisions are made for military leave and maternity leave and are found in Section 8 of the Civil Service Act.

Overtime accrues at the rate of time and a half for employees and may be realized as pay or compensation time.

Retirement Retirement Benefits according to State & County Retirement Plan: There is no compulsory retirement age established by the

Civil Service Board. Termination of employment by dismissal, supervision, resignation or abolishment of position is described in Civil Service Board rules and regulations.

Uniforms Custodians are not provided with or required to be in uniforms.

ESCAMBIA BOARD OF PUBLIC INSTRUCTION
MAINTENANCE PERSONNEL
SALARY SCHEDULES AND WAGE SCALES

Position Title		Step 1	Step 2	Step 3	Step 4	Step 5	Step 6
Common laborer	Monthly	$200.00	$210.00	$221.00	$232.00	$244.00	$256.00
	Hourly	1.16	1.21	1.28	1.34	1.41	1.48
Semi-skilled laborer	Monthly	232.00	244.00	256.00	269.00	282.00	296.00
	Hourly	1.34	1.41	1.48	1.55	1.63	1.71
Light Equipment operators	Monthly	256.00	269.00	282.00	296.00	311.00	327.00
	Hourly	1.48	1.55	1.63	1.71	1.80	1.89
School Maint. man Heating & vent. mechanic helper	Monthly	269.00	282.00	296.00	311.00	327.00	343.00
	Hourly	1.55	1.63	1.71	1.80	1.89	1.98
Plumber's helper Shade repairman	Monthly	282.00	296.00	311.00	327.00	343.00	360.00
	Hourly	1.63	1.71	1.80	1.89	1.98	2.08
Labor foreman Painter Carpenter Heavy equipment operator	Monthly	296.00	311.00	327.00	343.00	360.00	378.00
	Hourly	1.71	1.80	1.89	1.98	2.08	2.18
Water & Sewage Plant Operator	Monthly	311.00	327.00	343.00	360.00	378.00	397.00
	Hourly	1.80	1.89	1.98	2.08	2.18	2.29
Locksmith Heat & vent. mech. Electrician Bulding maint. mech.	Monthly	327.00	343.00	360.00	378.00	397.00	417.00
	Hourly	1.89	1.98	2.08	2.18	2.29	2.41

ESCAMBIA BOARD OF PUBLIC INSTRUCTION
MAINTENANCE PERSONNEL
SALARY SCHEDULES AND WAGE SCALES

Position Title		Step 1	Step 2	Step 3	Step 4	Step 5	Step 6
Plumber Sch. Grounds Foreman Carperter in charge Painter in charge	Monthly Hourly	$343.00 1.98	$360.00 2.08	$378.00 2.18	$397.00 2.29	$417.00 2.41	$438.00 2.53
Senior Building maint. mechanic Electrician (master)	Monthly Hourly	360.00 2.08	378.00 2.18	397.00 2.29	417.00 2.41	438.00 2.53	460.00 2.66
Plumber in charge	Monthly	378.00	397.00	417.00	438.00	460.00	483.00
Sr. heating & vent. mechanic	Monthly	397.00	417.00	438.00	460.00	483.00	507.00

CHAPTER VIII

PURCHASING, WAREHOUSING AND SHOPS

Purchasing

In the area of school purchasing, certain standards have been accepted as a basic guide to a sound procurement program. Some standards that seem pertinent to this study are as follows:

1. State statutes establish $300 as a maximum for negotiated purchases and purchases exceeding this amount must be made on the basis of solicitation of bids or quotations from several sources of supply.

   The dollar amount has been altered in several instances by local statutes.

2. Sound purchasing practices require that the purchase of all custodial and maintenance supplies be under the direct supervision of qualified personnel to insure quality received for cost expenditure.

3. Accepted purchasing practices for governmental agencies require two or more live signatures by staff officers on the original request document. Original purchase order documents are normally processed out over the live signature of the authorized purchasing person.

4. Established purchasing practices place the responsibility for procurement on an appointed official trained in purchasing procedures. This designated official will operate on a sound financial accounting basis in compliance with all existing policies governing the procurement program.

5. A proper bid solicitation should consist on a written formal invitation which indicates the quantity desired, terms and conditions, minimum specifications and designates the time and place of bid opening. All bids submitted should be opened and read publicly at the designated time and place.

A review of the purchasing practices of the Escambia County Board of Public Instruction as they pertain to the maintenance and operations program evokes the following comments:

Policy:

The Purchasing Department of the Escambia County Board of Public Instruction is directly responsible to the Business Manager's office.

The Purchasing Agent issues the purchase orders and is the only one authorized by the board to perform this function.

The limit or maximum amount of money to be spent without bid is $750; however, any expenditure exceeding $300 must receive board approval. Purchases up to $300 may be made without the approval of the board.

All bids and contractual services are the responsibility of the Purchasing Department.

Methods:

The following methods of purchasing appear to be employed depending upon the individual circumstances:

1. Formal bid solicitation by the Purchasing Department.
2. Emergency purchases may be made by calling the Purchasing Agent and getting a confirming purchase order number giving the name, quantity and price of the items wanted.

3. Quotations solicited by the Purchasing Department.
4. Formal bid solicitations by the Purchasing Department on an annual unit cost basis.
5. Purchasing through the State Purchasing Commission on state contracts.

Procedures

1. Requests are sent to department heads for screening and approval.
2. Approved requests are sent to Purchasing Agent for issuance of purchase order.
3. Purchasing Agent sends request to Finance Department to determine if funds are available. If funds are available, they are encumbered for this amount and purchase order is issued.
4. Purchase order copies are distributed as follows:
   a. Original (white) goes to the vendor.
   b. Duplicate (pink) remains in Purchasing Agent's office and is filed numerically.
   c. Triplicate (blue)) to Finance Department: blue copy
   d. Quadruplicate (gold)) held by pay clerk - gold by encumbering clerk
   e. Fifth copy (yellow) is attached to the requisition
   f. Sixth copy (white))
   g. Seventh copy (green)) go to the requestor
5. The sixth (white) copy is receipted by the receiver and returned to the Finance Department where it is attached with the invoice and blue copy. Blue copy is then returned to Purchasing Agent indicating that order for payment has been initiated. It is then filed in school or departmental file.

Bid Procedure:

The following bid and quotation solicitation practices are being used:

1. Formal sealed bids solicited by the Purchasing Department.

2. Formal sealed bids on an annual unit cost basis.

3. Informal quotations requested by the Purchasing Department

The details of soliciting, opening, tabulating, and awarding bids appear to be in agreement with Florida Statutes and sound business procedures.

Use of Specifications:

Bid specifications are submitted by the department requesting the item or items. The specifications may be developed by the Purchasing Agent in lieu of specific descriptions submitted by the requesting department.

Where "trade names or trade names with stock number" are used, an approved equal will be accepted. There does not appear to be any specific evaluation procedures of the "or equal" substitutes.

Product Evaluation:

Product Evaluation appears to be the function of a committee which reports directly to the Purchasing Department. This committee works with the Purchasing Department to determine the products representing the best dollar value. There are no laboratory tests made. In some instances, there are observation and in use tests made of various custodial supplies.

Warehousing

Proper warehousing should include the following:

1. Adequate storage as centrally located as possible.

2. Proper receiving and storage of supplies and equipment.

3. The proper motorized equipment to handle these supplies and equipment.

4. The proper staff to distribute these supplies and equipment and to keep proper records of requisitions and inventory control.

Warehousing is at the present time located in three areas. The bulk of maintenance and custodial supplies are stored at one location on Fairfield Drive. The instructional supplies are stored at a record location on West Garden Street. Both facilities are staffed with a warehouse supervisor or manager and personnel for receiving and distributing supplies, material, and equipment. A small building at Carver High School is used for storing some of the maintenance and custodial supplies for the schools in the north end of the county.

Receiving materials, supplies and equipment All maintenance, custodial, and instructional supplies, material, and equipment are received and checked in by a warehouseman. This is accomplished by means of a copy of the purchase order received from the purchasing agent. Any breakage, damages, or shortage is so noted, and this copy of the purchase order is then returned to the purchasing agent.

Storage of Materials, Supplies and Equipment

As indicated the maintenance and custodial supplies are stored in a warehouse, however, due to limited space, school furniture is stored where space is available. Many light weight items, such as paper towels, tissue, etc., are stored in the temporary upstairs areas, while the heavier items-pipe, etc., are stored on the main floor.

Attempts are made to group many stock items. However, due to the lack of space, some items, paper towels, tissues, etc., are stacked so high that the lower items are crushed. There does not appear to be well defined storage area in the warehouse. There are some storage bins for small items, while others are piled on the floor.

There is no facility for refrigerated and frozen commodities. Storage space for these items is rented from a commercial locker plant.

Apparently there is a small building at the Carver High School at Century, Florida, that is used as an emergency shop and warehouse for schools in the area. There is no warehouseman on duty and the building is kept locked.

A warehouse type building on Detroit Avenue is used for storage of broken and un-repairable items.

There were no loading and unloading devices at the warehouse.

Dispensing Materials and Supplies

A request for maintenance, custodial and instructional supplies, materials, and equipment is initiated by the school principal or maintenance supervisor. This request is sent to the purchasing agent. Special requisitions are used for stock items in the central warehouse. Three copies of this requisition are sent to the warehouse and are the basis for dispensing the requested materials.

Delivery to Schools

Scheduled routes are set up over the county for the delivery of custodial supplies, materials and equipment. After the delivery of the items requested, one copy of the requisitions is retained by the principal,

one copy is returned to the warehouse, and one copy is sent back to the purchasing agent. The purchasing agent then processes the request on to the finance office for budget control and or payment.

Inventory and Stock Control

Maintenance and custodial supplies are on a perpetual inventory and stock control.

Instructional supplies are purchased on an estimate for the year. When the minimum inventory is reached, an additional stock is purchased.

Items checked out to be used either on a specific job or carried on a maintenance truck are charged to the school where they are used or to the Maintenance Department.

Space Needs

Warehouse space is divided into several different locations and is very inadequate for maintenance and custodial supplies and equipment and school furniture is particularly at a premium. There is no space for refrigerated or frozen items. Plans are now underway for storage facilities for refrigerated commodities.

Shops

Maintenance shops consisting of one concrete block building housing the heating and ventilating shops, one wooden building housing the electrical and refrigeration shops, one wooden building housing the carpenter shop, one wooden building housing the furniture refinishing and welding shops, one metal quonset building housing the locksmith, shade and blind and glass shops. A metal shed has been added to the heating and ventilating shop building to provide additional space for storage of pipe, firebrick,

systems, visual aid equipment, office equipment, wells & pumps and pest control. As a result these services are being contracted.

Motorized Equipment

Motorized equipment assigned to the maintenance and operations department consists of the following:

1. 7 trucks used for heating and ventilating
2. 1 truck used for shade and blind repair
3. 1 truck used for locksmith
4. 3 buses and 1 truck for carpenters
5. 1 bus for painters
6. 2 trucks for electricians
7. 5 trucks for plumbers
8. 2 trucks used for garbage
9. 8 trucks used for grounds care
10. 1 truck spare
11. 1 station wagon used by Mr. B. E. Mayo
12. 1 road patrol use on grounds
13. 3 tractors used on grounds
14. 1 septic tank truck
15. 1 3/4 ton pick up truck used in the north end of the county
16. 1 bus used in the north end of the county
17. 1 dump truck
18. 1 low boy trailer

At the present time, trucks used in refrigeration, electrical, heating and plumbing are equipped with a minimum amount of stock, such as miscellaneous fittings, pipe and other parts necessary to perform daily maintenance

service. Materials necessary for larger projects are allocated on a per job basis and are delivered to the job. Records of materials issued to the trucks are kept in the maintenance department office and the mechanics are responsible for seeing that all materials used are properly charged to the requested repair.

The operation located on the north end of the county consists of one truck and one bus with a minimum stock of supplies in shop and in vehicles, with four men classified as: senior building & maintenance mechanic, building and maintenance mechanic, carpenter and painter. These men are responsible for maintenance of the 12 schools in this area.

The senior building and maintenance mechanic drives the pick-up truck and the other members of the crew are transported by bus. Orders for these men orginate at the maintenance department and are sent by currier or mailed to the north end shop. If these men are needed, it is necessary to contact the Maintenance Department at the county office who in turn contacts the mechanics in the north end shop. This results in a loss of time between the call from school to the county office then to the north end shop. There are no radios in the system.

There are two bus mechanics located at this shop to maintain buses for the twelve schools.

CHAPTER IX

ANALYSIS OF MAINTENANCE PRACTICES

Age and Condition of School Plants

The construction dates of schools range from 1881 to 1965, with some buildings under construction at the present time. Most of the permanent buildings are constructed of concrete block and brick. Temporary buildings are wood frame construction.

Approximately half of the school plants provide their own water and sewage. A majority of the schools are centrally heated, using gas fired hot water boilers. All temporary units use gas fired circulatory heaters.

Effectiveness of Maintenance

The many discrepencies noted during the inspections of the various schools indicate that the maintenance program is not particularly effective. The nature of many of the discrepencies indicate that these conditions have existed over a long period of time and are not just the result of recent breakdowns or malfunction of equipment. Maintenance repairs are largely limited to emergency situations.

After inspecting the school plants, the survey staff compiled the deficiencies by location and by the trade or craft represented. The trades with the most indicated discrepencies were glaziers with 1196 and painting with 939. Following these trades were carpentry repairs with 680 and masonry with 460. Electrical and plumbing repairs followed with 301 and 364 respectively. Although it was indicated earlier in this report the deficiencies noted by the survey staff do not necessarily

constitute all existing conditions, a summary of their observations is shown on pages 63 through 67.

Recurring Maintenance

Those school maintenance tasks and jobs which should be performed one or more times each year are generally referred to as recurring maintenance. These tasks may be performed by the Maintenance Department or by the custodial staff depending upon the type of work involved. Recurring maintenance will include such things as lawn fertilizing, erosion control, floor refinishing, wall cleaning, etc.. Where the recurring maintenance program is not effective, major maintenance problems or emergency situations may arise. The inspection of Escambia County schools reveals that the recurring maintenance program has been effective only in a few areas.

Periodic Maintenance

Those jobs and tasks which require performance less frequent than recurring maintenance are referred to as periodic maintenance. Both recurring and periodic maintenance can be on a preventive maintenance nature. Typical of periodic maintenance are such projects as painting, roof repairing, window blinds and shade repairing, cleaning septic tanks, etc.. While there are some programs of periodic maintenance in effect including a painting schedule and a sewage disposal maintenance, it is felt that the program is not broad enough to realize maximum effectiveness.

SUMMARY OF DISCREPANCIES
BY TRADE

School	A Custodial	B A/C&Ref Mech	C Cabinetmaker	D Carpenter	E Electrician	F Glazier	G Groundskeeper	H Locksmith	J Mason	K Mech, general	L Painter	M Plasterer	N Plumber	P Pest control	R Roofer	S Floor install.	Other(specify) X	Other(specify) X	TOTAL
Administration Bldg.	7			40	1	6		1	2		3	8				2			70
Jim Allen	64				3	7	3			16		4		12					109
Judy Andrews	25			4	5	24	4		3		5		1						71
Barrineau Park	3					3	1	2					1						10
Bellview Elem	95			4	5	21	2		3		2	4	8		3	2			149
Bellview Junior High	50				7	15	2		3				8						85
Beulah	12		1	2	6		6	1	3		1	1			2	1			36
Spencer Bibbs	26					1	4						3						34
W. A. Blount	26			10	10	25	5	1	16		45	21	7		4	5			175
Bratt Junior High	11			1		1	2	2	2		2	1	1						23
Brentwood Elem	13					8	4		7		15	6	2						55
Brentwood Junior High	43			1	7		5		12		2	3	1						74
Brown-Barge	40		1	1	12	15	6		10		12	5	10		4	2			118
Brownsville Elem	10			1		4	2				1	2	6						26
Brownsville Junior High	163				21	22			5		14	3	8			3			239
Byrneville	7					2		2			2								13
G W Carver	79	1		3		5	21	5	4		45		7				Lockers 2		172

SUMMARY OF DISCREPANCIES
BY TRADE

School	A Custodial	B A/C&Ref Mech	C Cabinetmaker	D Carpenter	E Electrician	F Glazier	G Groundskeeper	H Locksmith	J Mason	K Mech, general	L Painter	M Plasterer	N Plumber	P Pest control	R Roofer	S Floor install.	Other(specify) X	Other(specify) X	TOTAL
Cedartown	8					1	6		3		4								22
Century Elem	12			1			1		1		4					10			29
Century High	48			1		8	3		3		12		5						80
Cerebral Palsy Trtmt Cntr			DOES	N'T	BELO	NG TO	BPI												
Clubbs Junior High	62			4	17	33	1				23	11	7			5			163
N B Cook	12			1		1	2		1		6		3						26
Cordova Park	3			1		4	3	2	1										14
Crippled Children's Home	10		1			1	2				3		1		1	2			21
Davis	13			2		1		2											18
A M DeVaughn	41			2		2	9				15		5			1			75
Edgewater	17			1		18			39		2	1	1						79
Enon	22			6		7	7	5			3		2						52
Ensley	11			3	1	3					1		3			1			23
Escambia Adult Vocational			NIGHT	SCHOOL	AT	PENSA	COLA	TECH	HIGH										
Escambia High	442				54	396	4	4	38	15	14	1	17		11	4	Inadequate storage	Cust 3	1003
Exceptional Children's			PART	OF	CRIP	PLED	CHILD	REN'S											
Ferry Pass	21				4	4	6	3	1	1	10	2	6		2	4			64

SUMMARY OF DISCREPANCIES
BY TRADE

School	A Custodial	B A/C&Ref Mech	C Cabinetmaker	D Carpenter	E Electrician	F Glazier	G Groundskeeper	H Locksmith	J Mason	K Mech. general	L Painter	M Plasterer	N Plumber	P Pest control	R Roofer	S Floor install.	X Other(specify)	X Other(specify)	TOTAL
Ferry Pass Junior High	8					6			1				3						18
J A Gibson	88			52	1	25	3		2		5	8	25		2		1 garbage pickup 1 cust storage		213
G S Hallmark	183			60		42	9		2		51	28	15		2				392
Goulding Elem	60			4	1	16	4		1		6		1			1			94
L A Kirksey	17		3			8	3						9				1 cust storage		41
McDavid	10					1	7				10		2		6				36
A E McMillan	3			1	1	6	3				1		1			3			19
A McReynolds	3					13	2		4		6		3			6			37
Molino	28			9		4	1	2	5		2								51
Montclair	47		2	1		11			4		10		1						76
Myrtle Grove	76		8	11	42	6	5	3	1	1	32	2	6		11	3			207
Navy Point	16			1		11	3	2	5				4			1			43
Oakcrest	44						3		2				2			2			53
Olive	295		20	14	2	17	9	4	12		24	1	19			3			420
Pensacola Adult High	46		3	7	1	16	7		2	5	1	12	7			5			112
Pensacola High	125		2	5	12	18	3	12	7		26	8	31		9	13			271
Pensacola Tech High	78		25	45	19	58		6	5		24	25	12			4			301

SUMMARY OF DISCREPANCIES
BY TRADE

School	A Custodial	B A/C&Ref Mech	C Cabinetmaker	D Carpenter	E Electrician	F Glazie	G Groundkeeper	H Locksmith	J Mason	K Mech, general	L Painter	M Plasterer	N Plumber	P Pest control	R Roofer	S Floor install.	Other(specify) X	Other(specify) X	TOTAL
Petree Memorial	3						2		1	1									7
J L Pickens	29			9	2	12	6		2		13	11	5			15			104
Pine Meadow	17				15		2		5										39
Pleasant Grove	37			2	2	6		4	2			2							55
Ransom	231		3	5	15	3	6	4	39		77		14		1	13			411
Scenic Heights	9						4						3						16
O J Semmes	5			1		1	2	1	10										20
Sherwood	20						4		12	12	7		2			4			61
A K Suter	37		25	9	1	10	1	4	22	3	6	4				1			123
J M Tate	113			32	4	33			19	3	39	11	7		5	8			274
Turner-Lee-Day	18			12		9		1	5		7	1							53
E Ward	59		2	2		2	8	1	1		18	4	4						101
Warrington Elem	166			63		25			15		63	29			1	33			395
Warrington Junior High	209			93	2	43	3	5			34	3				4			396
Washington Adult			INCLUDED WITH WASHINGTON HIGH																
Washington Junior High	57		25	62	1	32	6		9		64	8	11						275
Washington Senior High	75		1	15	7	10	2	18	35		26	13	10		6	23			241

SUMMARY OF DISCREPANCIES

BY TRADE

School	A Custodial	B A/C&Ref Mech	C Cabinetmaker	D Carpenter	E Electrician	F Glazier	G Groundskeeper	H Locksmith	J Mason	K Mech, general	L Painter	M Plasterer	N Plumber	P Pest control	R Roofer	S Floor install.	Other(specify) X	Other(specify) X	TOTAL
Washington Vocational		INCLUDED IN WASHINTON HIGH																	
C A Weis	76			8		31	1		4	1	7	5			6	18			157
Wedgewood Junior High																			
Wedgewood Senior High	25			3		1	8	1	27		9	3	4			17			98
West Pensacola Elem	39		3		1	13			23	2	10	2	5			30			128
Workman Junior High	2		3	2		1	4		1				1						14
A Yniestra	54		2	25		24	7		2		81	10	18		13		1 poor garbage pickup 1 chsf storage		238
P K Yonge	10			1			2		4		6	9	1						33
Youth Harbor		OWNED AND MAINTAINED BY COUNTY COMMISSIONERS																	
Pensacola Junior College	559			12	9	17		2	1		5	1	10	2		9			627
Washington Junior College		COMBINED WITH WASHINGTON HIGH																	
Goulding Exceptional	7			4	1	18	7				3								40
A A Dixon	91		3		1		4		3				15			17			134
TOTALS	4505	1	133	680	301	1196	252	100	460	64	939	273	364	14	93	278	10		9663

Standards of Performance

There are no written standards of performance in the Maintenance Department. Acceptable standards therefore depend upon the opinion of the leadermen in the various crews or of the individual workmen.

Contracted Services

Total contracted services for maintenance amounts to about 10% of the maintenance budget. The main areas of contracted services are for the office machine repair, audio-visual repair, and pest control. Some extensive electrical repairs are contracted.

Priority System

The priority of maintenance projects is determined by the Assistant School Engineer. From project requests of principals or maintenance supervisors, a priority list is formed, based on availability of funds and need. The board approves all projects that involve capital outlay funds. There is no written or standard procedures for establishing project priorities.

Maintenance Schedules

Maintenance schedules are generally not projected beyond a day-to-day operation.

Daily schedules are established on the following basis:

1. Emergency requests
2. Requests submitted by school principals.

Several instances were noted where an effective painting at this time would prevent further deterioration. Due to lack of painting personnel such schedules are impossible.

Work Load Allocations

Fifty-five men are employed in the maintenance department. Four of these 55 are assigned to the 12 schools in the upper end of the county. Personnel allocation is based upon availability of funds in each fiscal year. Trade skills employed are at the discretion of the Maintenance Supervisor.

Standards of Equipment

The use of many different types of equipment has created the need for a greater variety of parts in warehouses and has made it necessary to train maintenance personnel to repair many different types of equipment. As a result the need for standardization becomes more obvious.

CHAPTER X

ANALYSIS OF OPERATIONS PRACTICES

Sanitary Conditions of School Plants

A wide variation in the sanitary conditions of the school plants was noted during the inspections ranging from very poor to good. This wide range reflects the interest and efforts of each individual principal and school staff. Two areas of deficiencies that were most noted was the poor condition of toilet rooms and the inadequate garbage pickup schedule.

There apparently are no countywide standards for school sanitation. Inspection of the schools revealed 4,505 custodial deficiencies out of a total of 9,663 maintenance and operations deficiencies.

Effectiveness of Operations Program

That the countywide program of operations is very ineffective is somewhat due to the Supervisor of Custodians also being responsible for the following additional responsibilities:

1. Furniture repair
2. Warehousing, excluding books and classroom supplies
3. Garbage and trash pickup
4. Inventory control
5. Refinishing gym floors (during Christmas and Thanksgiving holidays)
6. Furniture allocation.

The principal of the school is responsible for making up custodial work schedules and assignments of working hours. The effectiveness of

the operations program within each individual school is in direct proportion to the principal's knowledge of and interest in school plant management.

The lack of compulsory countywide custodial training program is very evident and there are no countywide standards of cleaning procedures which are updated from time to time.

Due to the fact that most custodians are not employed for the entire year, it is impossible to do a complete building cleanup during the summmer months.

The lack of custodial power machines was noted as well as cleaning supplies which are delivered without labels giving directions for use. Custodial storage space in schools is almost non-existent.

Performance Standards for Custodial Personnel

Although an annual evaluation is made of each custodian and maid, this evaluation is not made by the principal but is made by the head custodian. The principal only evaluates the head custodian and merely reviews the head custodian's evaluation of the other staff members. There is apparently no follow-up from the Supervisor of Custodians on questionable evaluations after signing the evaluation reports as the department head.

Custodial Work Loads

There is a wide variation in custodial work loads which is the result of the county lacking policies or directives relative to custodial practices.

Scheduling of Work

No standardized written and posted daily work schedules and hours have been established. Lack of knowledge of nationally accepted time motion studies on the part of principals and head custodians prevents the preparation of these standardized schedules.

Working hours are not uniform and for the most part are not scheduled during times which would allow maximum cleaning of buildings. Only a portion of personnel are on split shifts.

Allocation of Personnel to Individual Schools

There is no written policy governing the method for allocating custodial personnel to individual schools. The Supervisor of Custodians does assign personnel on a loose formula which is generally based on one custodian per eight classrooms. Achieving equitable distribution of custodial personnel by use of this formula is difficult to comprehend. The following are some examples of the inequities resulting from this formula.

School	Classrooms	Teachers	Students	Sq. Ft.	Cust.	Maids
Barrineau Pk. Elem	3	3	89	9,000	1	0
Enon Elem.	3	3	92	9,000	0	1
		OR				
W Pensacola Elem.	25	26	702	41,700	2	2
Goulding Elem.	25	28	779	44,808	2	1
		OR				
Navy Pt Elem.	18	17	452	20,100	3	0
Hallmark Elem.	20	19	528	33,000	1	1

Methods of Evaluation

There are no county board policies or other directives which establish acceptable levels of housekeeping or standards of sanitation within the school plants of this county. Therefore, evaluation of the operational program within one school must of necessity be the opinion of the evaluator or a comparsion with similar conditions in other schools.

Although there is a form upon which the custodial personnel are individually evaluated, there does not appear to be any similar forms for the purpose of evaluating the results of the custodial efforts within the schools.

CHAPTER XI

RECOMMENDATIONS

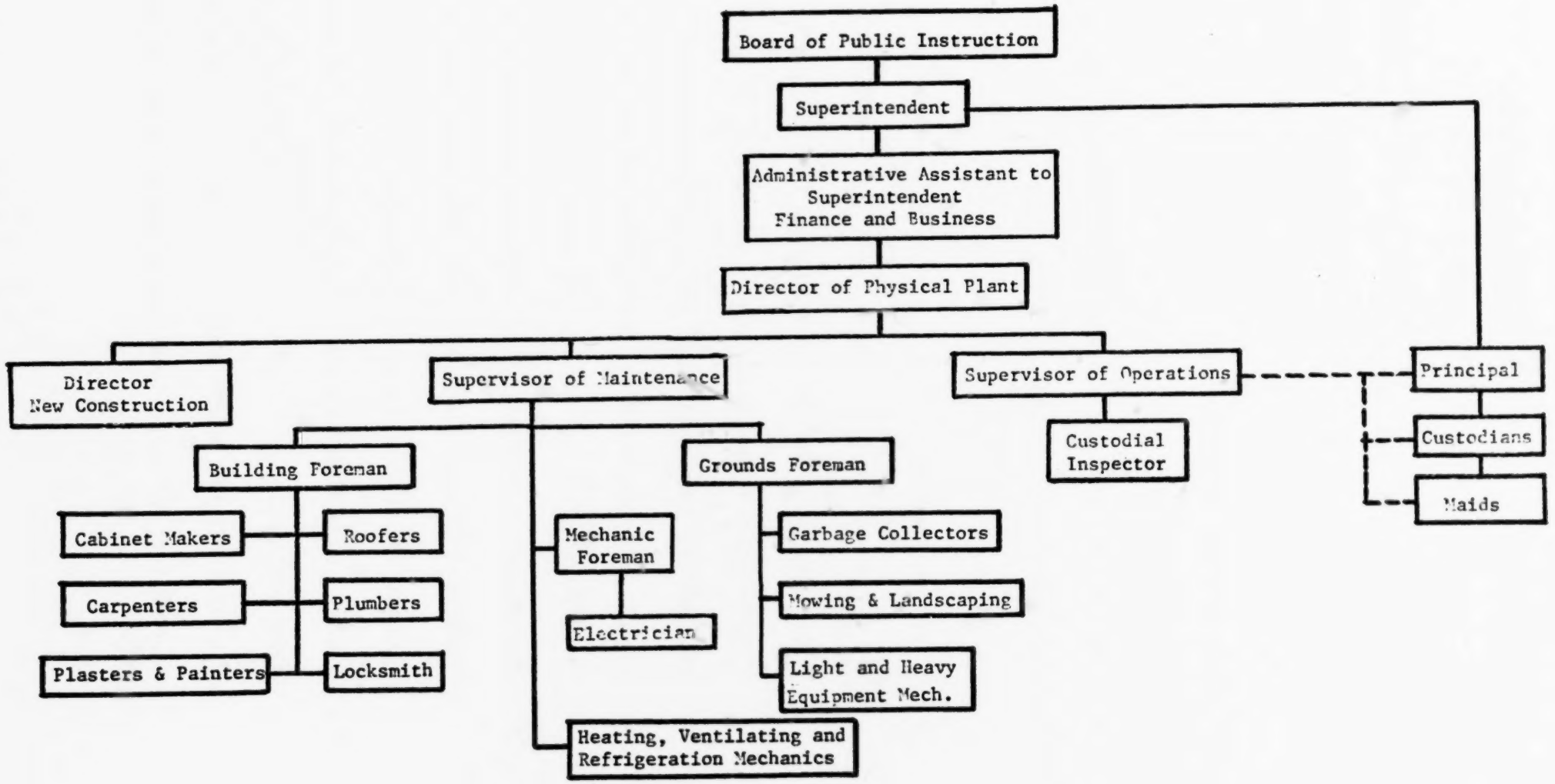
Organization and Administration

1. The Superintendent of Public Instruction should propose and the School Board should adopt a set of policies and regulations designed to develop and implement a long range plan of improvement for maintenance and operations service.
2. The table of organization shown in Chart No 3 should be adopted immediately and implemented as rapidly as possible by such transitional steps as are necessary.
3. It is recommended that the Supervisor of Operations be given authority to recommend to building principals personnel from whom custodians shall be selected, transferred, promoted or terminated. He should be responsible for establishing standards of work, training programs, evaluating personnel and periodic inspection.
4. It is recommended that the office of the Supervisor of Operations be transferred to the warehouse area.
5. The lines of communication between maintenance and the building principal should be improved. The principal should be informed of actions taken on his work requests.
6. A radio dispatch system seems desirable for more efficient scheduling work activities.
7. A comprehensive study should be made to formulate some procedure to counteract the apparent vandalism in some of the schools.

CHART NO. 3

RECOMMENDED ORGANIZATIONAL CHART

MAINTENANCE AND OPERATIONS PROGRAM



Fiscal Management

Steps have recently been taken in the right direction to insure better budgeting procedures and practices. It is wise to encourage the board to continue in this direction. With this in mind the following recommendations are in order:

1. The board should adopt written policies and procedures for the preparation of the operations and maintenance budget.
2. As new buildings grow older, careful study should be given in the budget preparation for providing adequate funds for the maintenance and operation of these buildings.
3. The operation budget should be based upon need rather than upon only an arbitrary per pupil dollar value.
4. Preparation of the annual budget requests for the operational and maintenance budget should be under the direction of the Director of Physical Plant and should involve the supervisors within their respective areas.
5. Expenditures should be classified according to "A Manual Financial Accounting for Florida Schools". Special care must be exercised that payroll expenditures be classified according to the service rendered. Incorrect classification impairs the use of financial records as a administrative guide to a program's efficiency.
6. Escambia County's maintenance and operation costs compare favorably with the state average. The relationship between expenditures for maintenance and operations and the total cost of all expenditures should not be reduced as it has been done for 1964-65.
7. Additional funds will be required to bring the building and site

maintenance up to the recommended level. An accurate estimate of the amount needed could be made by the maintenance supervisory staff.

Staffing the Maintenance and Operations Program

1. Sound, clear-cut policies should be established by the Board of Public Instruction to govern the complete administration of maintenance and custodial personnel and which will be adequate to administer a good overall school plant management.
2. Consistent formulas or methods of estimating the required custodial and maintenance personnel should be implemented immediately. The present staff of 288 custodians is inadequate and the distribution is inequitable. The tabulation of maintenance deficiencies as a part of this survey should prove helpful in determining the maintenance staff required.
3. Full use of custodial personnel should be scheduled during the summer to remedy the neglected over-all housekeeping and floor care needs. Under the present schedule, 51 schools will have one or less custodians on duty during the summer months; 14 with none on duty and 37 with only one on duty; and ten schools with two custodians.
4. Closer liason should be established between school administration and Civil Service in order to place stronger emphasis on the implementation of an improved Job Classification and Wage Scale Program. Someone with personnel experience and understanding should be delegated this responsibility.

5. It is recommended that a handbook be developed for distribution to maintenance and custodial personnel. This handbook should contain pertinent board policies, general job descriptions, employee benefits, and other necessary information.
6. Consideration should be given to a uniform dress for maintenance personnel, custodians and maids, with provisions for a uniform allowance.
7. Mandatory retirement age should be established by the board policy.
8. Under the present practices of employment, school administrators are given limited consideration as to the selection of job applicants. It is recommended that more latitude be given the Board of Public Instruction in the selection of an applicant.
9. Consideration should be given to providing assistance for the Maintenance Supervisor to eliminate the excessive administrative duties that occupy a disaproportionate amount of his time.
10. A comparative study should be made of salary schedules and wage scales of the school maintenance personnel and Federal Civil Service and Florida Industrial Commission trade scales in order to recommend the upgrading of salaries and wages to the County Civil Service Board.
11. A consistent evaluation system for scoring the Employee Service Rating forms should be developed for use by the Civil Service Board and school administration offices.
12. Custodial salary and wage scales should be revised to attract qualified applicants.
13. A program of in-service training should be established for maintenance

and custodial personnel with adequate recognition reflected in salary schedules for successful completion and application of each course.

Purchasing

1. It is recommended that more policies be adopted relative to the process of purchasing which will supersede obsolete existing policies.
2. Communications should be improved with respect to emergency purchasing practices at the warehouse at the north end of the county.
3. It is recommended that a periodic evaluation of the purchasing policies and procedures be conducted to preclude future obsolescence of these policies and procedures.
4. It is recommended that the state contracts offered by the State Purchasing Commission be explored further.
5. It is recommended that all invoices bear the signature of the person or persons authorized in each department or school to receive materials or services.

Warehousing

1. A centrally located warehouse should be developed to handle the receiving and the distributing of all maintenance and custodial equipment, materials and supplies; instructional supplies, commodities and furniture. This building should be located on a well drained plot, with adequate parking and room for expansion. The site should be located adjacent to or near a railroad siding.

2. The building should be large enough to house all items in the quantity they are normally purchased.
3. The building should have well defined areas and/or stock bins for all items.
4. There should be a specialized refrigerated and frozen food area which is large enough to provide for the normal purchase and receipt of such commodities.
5. The warehouse should be provided with loading and unloading platforms, mechanical devices for loading, unloading and moving items about in the building.
6. The necessary trucks, with loading and unloading devices should be available for the delivery of stored items.

Shops and Motorized Equipment

1. The carpenter shop should be enlarged and the furniture refinishing department should be included in this area. In this way, all saws, drill press, sanders, and other woodworking equipment could be jointly used by both trades. Additional storage to house painting supplies in a separated fireproof room should be included in this expansion. Racks for storage of lumber and other carpenter supplies should be provided. A storage area for broken furniture and reconditioning furniture should be provided in or near this shop. A fireproof welding room should be provided in this shop so that the furniture refinisher can make necessary repairs to furniture.
2. The heating and ventilating shop should be enlarged. Necessary space should be provided to make repairs on any piece of equipment that is

brought into the shop. Space should also be provided in this shop to house the air conditioning shop and plumbing shop. This would permit machines such as drills, pipe machinery, welding equipment and various test equipment to be used by all these trades. Bins and racks should be provided for working stocks of heating, ventilating, refrigeration and air conditioning parts, miscellaneous pipe and pipe fittings. Working stocks of materials should be drawn from the central warehouse as needed.

3. Shops should be provided to make repairs on visual aid equipment and office equipment. The small gas engine shop now located in the electrical shop building should be moved to and made the responsibility of the bus garage.
4. The four buses presently being used by the maintenance department should be converted into rolling shops for specified trades with necessary parts and materials. This will permit the mechanic to make repairs at many schools without having to return to shop or warehouse for supplies thereby eliminating unnecessary travel time.
5. A radio system for the maintenance office and the key maintenance vehicles should be considered. The improved communication resulting in savings of man hours, vehicle usage and expense and better control of emergencies would easily justify the purchase of this system.

Maintenance Practices

1. A comprehensive and systematic school plant inspection program should be established in order to develop adequate schedules of periodic and recurring maintenance thereby reducing the volume of emergencies.

2. Written criteria should be established to determine the priority of maintenance projects.
3. An annual priority list should be prepared from the school plant inspection program.
4. An annual evaluation of the maintenance program should be conducted.
5. Additional personnel should be hired to correct all hazards immediately and to bring all buildings up to a satisfactory level of maintenance in the following areas:
    a. glazing
    b. painting
    c. carpenter repairs
    d. masonry and plaster
    e. electrical
    f. plumbing.
6. After a satisfactory level has been reached than a reevaluation of the skills needed to maintain this level should be established.
7. Standardization of equipment within the competitive bid laws should be carried out wherever possible. Standardization is especially effective in boiler parts, pumps, motors, controls, air conditioning, and door hardware. With standardization, tradesmen can become more proficient in repairing machinery and equipment.
8. All maintenance personnel should be encouraged to participate in recognized training schools.

Operations Practices

1. The Supervisor of Operations should be relieved of all duties that

do not directly pertain to the operations program. An additional person should be employed to serve as a Custodial Inspector. This person would spend 90 to 95% of his time in the field making building inspections and working with operational personnel in custodial work techniques.

2. The Supervisor of Operations should immediately establish minimum acceptable sanitation standards based upon the particular sanitizing agent used, proper techniques and frequencies. All custodial personnel should be required to maintain such standards and appropiate action should be available to administration to enforce these standards.

3. A printed form should be established for the purpose of complete building inspections showing specifically where deficiencies are noted. This report, which should be given to the principal, could also be strenghtened with an overall grade sheet on building cleanliness.

4. A more equitable standard of custodial manpower should be established and distributed to all concerned. All operational staffs should be established strictly according to this formula and no deviation should be made. A suggested type formula is shown on page 85.

5. A work schedule should be made for each custodian and maid based on standardized time-motion figures. The preparation of each schedule should be the direct responsibility of the individual principal and his custodial staff. The Supervisor of Operations should be available for assistance. Copies of each schedule should be made available to each member of the instructional staff of the school.

W O R K S H E E T

for

ESTIMATING CUSTODIAL PERSONNEL REQUIREMENT

School: _____

1. Teacher Factor =	$\frac{\text{Number of teachers}}{8}$	= $\frac{\quad}{8}$	=
2. Pupil Factor =	$\frac{\text{Number of pupils}}{225}$	= $\frac{\quad}{225}$	=
3. Room Factor =	$\frac{\text{Number of rooms}}{11}$	= $\frac{\quad}{11}$	=
4. Area Factor =	$\frac{\text{Total area of building}}{15{,}000}$	= $\frac{\quad}{15{,}000}$	=
5. Site Factor =	$\frac{\text{Number of acres}}{2}$	= $\frac{\quad}{2}$	=
		TOTAL	=
$\frac{\text{TOTAL}}{5}$ =	Number of custodians needed for daily cleaning		=

NOTES:

1. The room factor includes offices, toilets, classrooms, gym, lunchroom, etc. Break large areas as gym, library, into classroom equivalents by dividing by 1000 square feet.

2. Site factor considers only that portion of the site which is normally the responsibility of the custodian.

3. In computation, carry figures to two decimal places.

The sample "Custodial Daily Work Load" on page 87 might be of assistance in making these schedules and establishing standard task times.

6. Uniform working hours should be established countywide. Split shifts should be abolished immediately. The following are four suggested shifts:

   a. 7:00 a.m. to 3:30 p.m.

   b. 10:30 a.m. to 7:00 p.m.

   c. 2:30 p.m. to 11:00 p.m.

   d. 10:30 p.m. to 7:00 a.m. (if necessary)

   Custodial personnel should be assigned to specific shifts in such a manner that will permit complete cleaning of the building following each school day No cleaning should be permitted during school hours.

7. Annual evaluations of custodial personnel should be made by and be the direct responsibility of the principal. He may seek the head custodian"s assistance if he desires. A copy of this evaluation should be on file with the Supervisor of Operations, who should investigate undesirable evaluations.

8. All custodial cleaning supplies should bear labels giving directions for usage.

9. Arrangements should be made to have garbage picked up following the lunch hours so that raw garbage does not sit overnight or over the weekend.

10. Provisions should be made to allocate more space for custodial storage. Particular allocation should be given to isolated storage of flameables.

CUSTODIAL

DAILY WORK LOAD

School: _____

(a) Area	(b) Rate	(c) No.	(d) Total Min
1. Regular classroom	20 min. each		
2. Special classroom (Science, Band)	25 min. each		
3. Shops	__ min. each		
4. Auditorium	__ min/1000 sqft		
5. Library	14 min/1000 sqft		
6. Gymnasium	5 min/1000 sqft		
7. Shower & Locker Rm (comb)	30 min. each		
8. Toilet - Multiple	30 min. each		
9. Toilet - Single	5 min. each		
10. Corridor	__ min/1000 sqft		
11. Administrative offices	__ min. each		
12. Custodial store rooms	15 min. each		
13. Cafeteria	__ min/1000 sqft		
14. Heating Plant	30 min.		
15. Grounds	30 min/acre		

NOTES: Emergencies, periodic cleaning and maintenance, lunch or dinner time, "breaks", etc., are not included in the above.

TOTAL MIN --

EQUIVALENT MAN-HOURS -

The times listed for specific areas are averages based upon work performed by a trained custodian and will vary under specific conditions. Some examples of such variations are as follows:

(a) Shops - checking lights, doors, empty trash barrel: 3 min.
full cleaning: 2 min/100 sq ft.

(b) Corridors: Smooth - 5 min/1000 sq ft, Rough - 16 min/1000 sq ft,
Oiled wood - 10 min/1000 sq ft.

(c) Offices: Small - 5 min; Large - 15 min.

(d) Cafeteria: Sweeping - 7 min/1000 sq ft
Sweeping and damp mopping - 23 min/1000 sq ft
Sweeping, wet mop and rinse - 42 min/1000 sq ft.

(e) Auditorium time 16 min/1000 sq ft if fixed seats. If movable, figure chair moving and replacement time and gym sweeping rate.

(f) Heating plant time based upon automatic controls needing only periodic inspection.

(g) On Grounds - include only those normally kept by custodian.

11. A standard form should be developed and used in connection with periodic building inspections of custodial standards.